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ABSTRACT

In 1968 Congress amended the Vocational Education Act of 1963. The amendments expanded the definition of vocational education and removed some of the narrowing strictures which had sharply differentiated vocational education from academic education, insisted upon state planning, and sought to strengthen the federal leadership role. Perhaps most important, the 1968 amendments mandated that portions of federal grants to the states be used to provide special programs or services for those who could not succeed in regular vocational education programs without such services. This report presents the findings and conclusions of a national assessment of the program. Chapter I discusses the meaning of the term "disadvantaged" and the question of whether the intent of the disadvantaged provisions of the amendments is being fulfilled. The second chapter presents a national overview of programming for the disadvantaged, a discussion of policy at the state and local levels, personnel and administrative techniques, the allocation of resources at the community level, and constraints and recommendations. The third chapter discusses the types of programs funded for disadvantaged students, including a statistical overview of the project sample. Chapter IV, the executive summary, summarizes the findings and conclusions of the study, and recommendations based on the study results are outlined. (RC)

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AN ASSESSMENT OF VOCATIONAL EDUCATION PROGRAMS FOR THE DISADVANTAGED UNDER PART B AND PART A SECTION 102(b) OF THE 1968 AMENDMENTS TO THE VOCATIONAL EDUCATION ACT

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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FINAL REPORT
DECEMBER 1976

by
John Walsh
Jan L. Totten

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Olympus Research Centers

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John Walsh
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INTRODUCTION

BACKGROUND

Before the turn of the century, the American poet and literary critic, James Russell Lowell, wrote: "It was in making education not only common to all, but in some sense compulsory on all, that the destiny of the free republics of American was practically settled." A belief in public education as a means -- perhaps the principal means -- to equality of opportunity has always been a component of "the American dream." In recent years, however, especially since the early 1960s, men and women with keen minds and substantial credentials have subjected that belief to severe scrutiny. The charge has been made, for example, that the public education system has been geared almost solely to those students whose backgrounds (whether they be working class, middle class, or the U.S. version of "aristocratic") prepared them for participation in the economic and cultural enterprises of the "majority"; to other students, who for a variety of complicated reasons were not so "predestined," the schools have been of less value. It has also been charged that since World War II, public education has concentrated on the college-bound student, to the detriment of others who were

less academically oriented. As Rupert N. Evans said in a 1971 paper prepared for the Committee on Economic Development: ". . . there are three standard tracks at the high school level: (1) the college preparatory, which carries the primary emphasis; (2) a limited amount of real vocational education, which by and large does prepare a selected few for employment; and (3) the general education track, which leads nowhere but has as its function the incareration of those who have no particular objective."[1]

Reacting to criticisms of this type, Congress passed a series of acts during the 1960s designed to strengthen the public education system, especially for those students who (it was alleged) found it impossible to succeed in traditional classes or courses, many of whom were far behind in basic educational skills, or already had been pushed out or dropped out of school. Among these acts was the Vocational Education Act of 1963, which had as its principal objective the achievement of a vocational education system "which will assure that all persons of all ages in all communities of the state . . . will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training." However, although the 1963 act established admirable goals and enlarged appropriations, it did not tie funds to performance. Lacking that tie, no effective leverage existed to entice vocational educators from traditional curricula and educational techniques to those presumed needed in order to serve the target groups designated by Congress.

[1]McMurrin, Sterling M., Functional Education for Disadvantaged Youth, Committee for Economic Development, Research and Policy Committee New York, 1971.

Consequently, in 1968 Congress amended the Vocational Education Act of 1963. The amendments went far beyond relating appropriations to objectives. They expanded the definition of vocational education and removed some of the narrowing strictures which had sharply differentiated vocational education from academic education, insisted upon state planning, and sought to strengthen the federal leadership role. They made innovation a key objective. Through national and state advisory committees with independent staffs, they sought to bring lay perspective and influence into the administrative world of vocational education.

Perhaps most important, the 1968 amendments mandated that portions of federal grants to the states be used to provide special programs or services who could not succeed in regular vocational education programs without such services. At least 10 percent of total federal grants to the states (Part B of the act) was earmarked to provide special educational programs and services to students with physical and mental handicaps. No less than an additional 15 percent was earmarked for group with handicaps of a nonphysical or nonmental nature:

> . . . persons (other than handicapped persons . . .) who have academic, socioeconomic, or other handicaps that prevent them from succeeding in regular vocational education programs . . . [2]

In addition, Part A, Section 102(b) of the act provided additional funds for students who fit the above definition and who live in areas of high youth unemployment, are incarerated in correctional institutions, or for other innovative programs.

Although the term "disadvantaged" was not used in the act, the 15 percent Part B set-aside and the Part A, Section 102(b) provisions

[2]Public Law 90-5-76, 90th Congress, H.R. 18366, Part B, Section 122 (a), (4), (A), p. 9.

became known as the "disadvantaged set-asides," thus distinguishing them from the 10 percent, or "handicapped set-aside."

The term disadvantaged came into widespread use following the passage of the Economic Opportunity Act in the mid-1960s, and was, in fact, a euphemism for "poor people," the presumed beneficiaries of the "war on poverty." Disadvantaged persons were defined as individuals whose incomes were below minimum levels and who were one or more of the following: members of minority groups, school dropouts, under 22 years of age, 45 years of age or over, and handicapped.[3] Since the public schools, through manpower development and training programs, bore a major responsibility for anti-poverty programming, the term became familiar to educators, especially to vocational educators. A national network of skills centers, for example, was created (and still exists) to train or retrain the disadvantaged. All but a few of these institutions were (and still are) administered by public schools.

However, the definition of disadvantaged used in connection with the antipoverty program merely identified a "target group"; it did not come to grips with the specific conditions suffered by individual members of the target group which required remedial treatments. Thus the old definition did not appear to be of much use to educators, who in order to prescribe educational treatments for disadvantaged students, needed to identify the specific conditions that resulted in school failure.

The 1968 amendments therefore required that individuals, rather than groups, be identified for special services. This meant, in essence, that students from middle class and wealthy backgrounds, as well as those from

[3]Manpower Administrator, U.S. Department of Labor, Definition of Term "Disadvantaged Individual," Order No. 1-69, January 16, 1969.

traditional target groups, could be diagnosed as disadvantaged and were therefore eligible for special, individualized educational services. The act stated clearly that any student who cannot succeed in school as the result of a condition which could be (or had the chance to be) corrected by special educational services -- geared specifically to the student's needs -- is eligible for participation in the Part B set-aside program for the disadvantaged.

The act also recognized, however, that sutdents from poor families, divergent cultural backgrounds, and students with language problems or who live in geographically isolated areas are more likely to be disadvantaged than those from middle class or wealthy backgrounds. Consequently, the act permitted the designation of target areas or groups by states and local education jurisdictions for administrative or fund allocation purposes. Nevertheless, once such target areas (or groups) are designated, the emphasis must be on the identification of individuals who are in need of, and can benefit from, special educational services.

Thus the intent of the Part B disadvantaged set-aside and Part A Section 102(b) provisions of the Vocational Education Act amendments of 1968 was to provide new vocational education programs, or improve existing programs, for certain students who presumably were not being well served prior to the passage of the act. By insisting on the identification of students "who have academic, socioeconomic, or other handicaps" <u>on an individual basis</u>, it sought to correct one of the great misconceptions of earlier antipoverty legislation; that is, that the so-called "disadvantaged" are a monolithic group whose problems can be solved by the initiation of generalized programs not necessarily related to the specific problems faced by individuals within the target group.

The 1968 amendments have now been in operation since 1970. In fiscal year 1975, a total of $97,032,237 in federal funds was expended for the disadvantaged under both Parts A and B of the act, and 1,742,026 students were enrolled in the program. The majority of the funds came from the Part B set-aside ($72,926,489); the breakdown of enrollment of disadvantaged students under Parts A and B of the act is not available. In June 1975, the Office of Planning, Budgeting and Evaluation of the U.S. Office of Education contracted with Olympus Research Centers (ORC) to perform a nationwide assessment of the program. This report summarizes the findings and conclusions of the ORC assessment.

PURPOSE OF THE ASSESSMENT

The purposes of the assessment, as specified by the U.S. Office of Education, were as follows:

(1) To provide information about how the states set priorities and allocate funds for vocational education services and programs for disadvantaged students

(2) To identify and analyze the various policies, decisions, or strategies within the community setting, such as coordination of resources for the disadvantaged, special legislation, planning, which directly or indirectly impact on the quality and effectiveness of vocational education programs for disadvantaged students (in terms of quality and training opportunities, instruction, services available, job placement, and so forth)

(3) To perform an assessment of a variety of secondary and post-secondary projects for the disadvantaged, including interviews with samples of students and employers participating in the projects, and a sample of employers not participating

(4) To identify and analyze existing constraints or limitations in carrying out the various vocational education programs for disadvantaged students, including constraints internal to the program, and external constraints

(5) To identify the extent to which work experience components are present in programs for the disadvantaged, the quality of work stations, and the necessary conditions under which expansion of work experience programs is possible

METHODOLOGY

The contract specifications called for assessments at three levels: state, community, and project. It also called for interviews with samples of students and employers who were participating in Part B set-aside and Section 102(b) projects for the disadvantaged, and cohort groups of students and employers who were not participating in projects for the disadvantaged. However, following a pretest of the study design and research instruments, it became apparent that it would be impossible to identify a cohort group of nonparticipating students. Students participating in vocational education programs for the disadvantaged were identified or judged as disadvantaged. This was not true of students enrolled in regular vocational education classes. Privacy laws precluded the identification of disadvantaged students who were not enrolled in Part B or Section 102(b) programs. There was no way, therefore, to identify "disadvantaged students" who were not enrolled in Part B and Section 102(b) projects. Thus, the interviews with a cohort sample of disadvantaged students not participating in Part B and Section 102(b) projects for the disadvantaged had to be dropped.

ORC's methodology for selecting the state, community, project, and interview samples, and performing the field work, are described below.

Community, State, and Project Samples

During the design phase of the assessment, the term "community" was defined as the local education jurisdiction in which a sample project was located. Thus before communities could be identified, the project sample had to be selected. The approach adopted for the selection of all three samples was as follows:

(1) Localities. The 48 contiguous states were divided into standard metropolitan statistical area (SMSA) and non-SMSA counties, or "localities":

(a) All counties within a single SMSA were considered a single locality.

(b) All non-SMSA counties with populations of 50,000 or more were considered single localities.

(c) Non-SMSA counties with populations of less than 50,000 were grouped with other such counties to form single localities.

(2) Stratification of localities: The localities were stratified by census region and "level of need" from high to low. The term "level of need" referred to the percentages of socio-economically disadvantaged individuals residing in the localities, and was determined by the following:

(a) Percentages of minorities.

(b) Dependency rates.

(c) Median household income.

(3) Selection of states and localities in tandem: A sample of fifty localities was selected with probability proportionate to the size of the estimated disadvantaged enrollment; the states in which the fifty localities were located (23) became the state sample. The estimated disadvantaged enrollment in these localities and 23 states was 21 percent of the disadvantaged enrollment in the 48 states.

(4) Identification of projects: During the course of the state-level assessment, all Part B set-aside and Section 102(b) projects existing in the fifty localities were identified and recorded on project identification forms. A total of 1,046 project identification forms was completed, 90 percent in SMSAs and 10 percent in non-SMSAs.

(5) Selection of projects: A total of ninety projects, or 9 percent of the universe, was then selected randomly:

(a) Two projects were selected from each SMSA locality.

(b) One project was selected from each non-SMSA locality.

(6) Post-stratification of projects: The ninety projects were then post-stratified as follows:

(a) Secondary:

1. Skills training:

a. Work education.

b. Non-work education.

2. Other.

(b) Post-secondary (same as above).

The projects selected were checked against the actual distribution in the universe as a whole, and where cells were out of line, substitutions were made.

(7) Identification of communities: Once the final selection of projects had been made, the school districts in which the projects were located were identified as "communities," and thus constituted the "community sample."

(8) Final sample: The composition of the final sample was as follows:

(a) States -- 23.

(b) Communities -- 77.

1. Local education agencies (LEAs) -- 55.

2. Community college districts -- 22.

(c) Project - 84.[4]

1. Secondary -- 62.

2. Post-secondary -- 22.

A more detailed description of the sampling plan is contained in Appendix A; and lists of the states, communities, and projects selected are contained in Appendix B.

Student Interviews

Students were interviewed who were participating in a subsample of projects that were located in states where the percentages of work education programs were high. This was necessary for two reasons:

(1) The employer interviews were also to take place in the states where the student interviews were conducted. Since the participating employers were to be those who were providing work stations for work education students, the number of work

[4]Due to refusals to participate, nonexistence of projects, and discovery that several projects selected were not funded out of Part B set-aside or Section 102(b) funds, six projects were lost to the sample.

education projects had to be sufficiently high to yield nearly a hundred interviews.

(2) One of the major objectives of the study was to assess the extent to which disadvantaged students were enrolled in work education projects, and the quality of programs in which they were enrolled. Participating student attitudes toward their work education projects would be an important component of this assessment.

Thus, forty projects located in thirteen states were selected for the student interview phase of the program. The aim was to obtain a thousand student interviews; the actual number obtained was 1,024. A list of the projects and states in which the student interviews were conducted is contained in Appendix B.

Employer Interviews

The project directors of work education programs located in the states where the student interviews were conducted were asked to list the names, addresses, and telephone numbers of all employers participating in the programs. They were also asked to supply the names, addresses, and phone numbers of nonparticipating employers whose places of business were located in the same areas as the participants and who closely matched the participants by number of employees and types of businesses. From these lists, the attempt was made to select a hundred participating and fifty nonparticipating employers. The actual number of participating employer interviewed obtained was 103; the corresponding figure for nonparticipants was 40.

Field Assessments

Assessments were carried out at three levels: state, community, and project. Each is discussed in sequence below.

State-Level Assessment

The state-level assessment was designed to fulfill objective 1 of the study: to provide information about how the states set priorities and allocate funds for vocational education programs and services for disadvantaged students. Interviews were conducted with 23 state directors of vocational education and 23 state supervisors in charge of Part B set-aside and Section 102(b) programs for the disadvantaged. The state director of vocational education interview schedule was designed to probe for overall state policy regarding the administration of vocational education programs for the disadvantaged. The state program supervisor interview schedule was designed to obtain specific information (as opposed to overall policy) on state-level administration of vocational education programs for the disadvantaged. The latter schedule covered seven general areas of program administration: (1) organization, (2) determining the universe of need, (3) establishing priorities and allocating resources, (4) state-local relationships, (5) monitoring and evaluation, (6) personnel practices, and (7) coordinative linkages.

Community-Level Assessment

The purpose of the community-level assessment was to fulfill objective 2 of the study: to identify and analyze the various policies, decisions, and strategies within the community setting for planning and administering vocational education programs for the disadvantaged, and for coordinating such programs with other programs for the disadvantaged. Interviews were conducted with the following: chairmen or members of boards of education or regents, superintendents of schools or community college presidents, and local education agency or community college officers in charge of either vocational education or, more specifically, vocational education programs for the disadvantaged.

Project-Level Assessment

The project-level assessment was designed to fulfill objective 3 of the study: to identify, analyze, and compare the designs of vocational education programs serving disadvantaged students. With respect to each of the 84 projects visited, the following was explored: (1) project organization and administration, (2) purposes of the project, (3) assessment and selection of students, (4) curricula and educational techniques, (5) counseling and supportive services, and (6) coordination with nonschool agencies. The attempt was made to fill out a data collection form for each of the projects (level of education, type of education, type of class, characteristics of enrollees, funding, placement and follow-up information, and so on), and where formal agreements between the schools and other agencies were in effect, representatives of the nonschool agencies were interviewed.

Respondents at all levels were queried regarding program constraints and the efficiency of initiating work education programs for disadvantaged students.

ORGANIZATION OF THE REPORT

The report is organized into four chapters. Chapter I discusses the meaning of the term "disadvantaged" and the question of whether the intent of the disadvantaged provisions of the vocational education amendments of 1968 is being fulfilled. Chapter II presents a national overview of programming for the disadvantaged, a discussion of policy at the state and local levels, personnel and administrative techniques, the allocation of resources at the community level, and constraints and recommendations. Chapter III discusses the types of programs funded for disadvantaged students,

including a statistical overview of the project sample. Chapter IV, which is also published separately, summarizes the findings and conclusions of the study, and recommendations based on the study results are outlined.

GLOSSARY OF TERMS

Although the terms listed below are defined in various sections of the text, in order that the reader may have a common reference point for definitions of key terms used throughout the report, a glossary of major terms is provided in this section.

(1) State sample: The 23 states in which the state level assessment was performed.

(2) Community sample: The 77 local school districts in which the community level assessment was performed; 55 were secondary-level school districts and 22 were community college districts.

(3) Project-level sample: The 84 projects, located in 66 high schools and 22 community colleges, visited in connection with the study.

(4) Work education: The generic term used to describe all school-supervised programs which alternate classroom instruction with on-the-job training. The various kinds of work education programs referred to in the report are as follows:

(a) Cooperative education: Programs of vocational education, under the direction of a single "coordinator," for persons who receive instruction through jointly planned and supervised agreements between schools and employers, alternating classroom instruction with on-the-job training.

(b) Work experience: Programs in which students receive "world of work" instruction in the classroom and are placed in a variety of jobs, not necessarily related to their school majors or within any specific occupational cluster.

(5) World of work instruction: Generalized instruction relating to the job search (including the drafting of resumés, correct interview behavior, and so on); the responsibilities of employees toward employers and vice versa; and grooming, attitudes, safety on the job and other such topics. Students in world-of-work classes are often required to draft educational and occupational goals and provide evidence (in writing) that they are progressing toward meeting their stated goals.

(6) Prevocational training: Courses designed to aid students to explore their vocational skills, aptitudes, and interests. Students are exposed to a variety of occupational training and are tested on their aptitudes. Students who complete prevocational courses generally (but not always) are referred to skills training programs.

(7) Remedial education: Programs to improve the basic education skills (reading, computing, and oral communication) of students who cannot succeed in regular vocational education courses because of deficiencies in these skills.

(8) Completion rate: The percentage of students enrolled in vocational education programs who remain in the programs until their completion.

(9) Placement rate: The percentage of students who complete vocational education programs and are placed in jobs following their graduation from high school.

UNDERLYING ASSUMPTIONS

A successful assessment of the disadvantaged provisions of the Vocational Education Act amendments of 1968 would provide answers to two basic questions, which in turn would determine whether the intent of the legislation is being carried out:

(1) Are students who (prior to 1968) would have been excluded from enrollment in vocational education programs, or would have been denied the special educational services they needed to succeed in school, now being enrolled in such programs or receiving appropriate supportive educational services?

(2) If the answer to the above question is "yes," what is the nature and quality of the programs and services now being provided for disadvantaged students?

These questions appear at first glance to be simple and straightforward, but actually are fraught with ambiguity, due partially to the nebulosity of the term "disadvantaged" and partially to the broad mandate provided to the schools by Congress under the disadvantaged provisions of the 1968 amendments. The degree to which the questions posed above can be answered depends upon the following assumptions, not one of which proved to be universally understood or accepted by state, local, and school personnel:

(1) Vocational educators agree that prior to 1968 disadvantaged students either were not enrolled in vocational education programs, or if they were enrolled, were not being provided with the kinds of services they needed to succeed.

(2) With respect to vocational educators who agree that disadvantaged students were not served adequately prior to 1968, there is a

common understanding of the characteristics (for identification) purposes) or disadvantaged students, or a common understanding of the meaning of the term "disadvantaged."

(3) Assessment techniques exist or can be developed whereby the conditions which result in school failure can be identified on an individual basis.

(4) Educational treatments exist or can be developed which can be applied to students suffering from the above conditions on an individual basis.

(5) A body of data exists or can be developed which facilitates state and local planning for the disadvantaged, the establishment of priorities, and the allocation of funds to local education jurisdictions and schools on a rational basis.

(6) There is a common understanding of the kinds of programs that should be funded with vocational education funds earmarked for the disadvantaged (e.g., solely skills training, or a variety of services, including remedial education, counseling, prevocational training, world-of-work training, work education, and so forth),

It is significant to note that although the issues embodied in the above-listed assumptions were explored with state, local, and school administrative and program personnel, the assumptions themselves were not articulated until after the fieldwork had been completed. It was in attempting to analyze the data that the need arose to identify assumptions upon which the disadvantaged provisions of the 1968 amendments were based. The problem was that answers by state, local, and school personnel to questions regarding the meaning of the term "disadvantaged," policy, individual assessment, and

educational treatments, among others, indicated not so much disagreement with the assumptions (although there was some disagreement), but that little consideration had been given to these major, administrative, and program issues.

If, for example, school personnel could not describe the types of students that were "excluded" prior to 1968, they could not state with assurance that students now enrolled in disadvantaged programs would not have been so enrolled if the disadvantaged provisions of the 1968 act had not been passed into law. Furthermore, although it was possible to determine the nature of the programs funded, without some indication of the conditions (discovered through individual assessment) they were designed to alleviate, it was equally difficult to assess the appropriateness of the programs. Yet answers to questions regarding the relationship between individual assessment and the components and purposes of programs were at best vague and at worst nonresponsive.

Nevertheless, the five purposes of the assessment were accomplished. If, however, the results in some cases appear to be ambiguous, it may be because the legislative mandate itself is ambiguous, or because the assumptions underlying both the legislation and administration of the program were never adequately proved or tested.

Thus throughout the body of the report, references will be made to the assumptions outlined above. By doing so, we hope to contrast the thinking and activities of administrators at all levels with what presumably were the major reasons why the disadvantaged provisions of the 1968 vocational education amendments were enacted into law.

CHAPTER I

THE MEANING OF DISADVANTAGED

Webster's Seventh New Collegiate Dictionary defines the term "disadvantaged" as follows: "loss or damage especially to reputation, credit, or finances; DETRIMENT 2 a: an unfavorable, inferior, or prejudicial condition b: HANDICAP."

Prior to the mid-1960s, the word "disadvantaged" was not necessarily related to specific target groups, such as the poor or racial minorities; it applied across the board to both individuals and groups whose competitive positions, for any number of reasons, were inferior to those of others. Thus "he's at a disadvantage" or "she's disadvantaged" could (and still can) be applied to a middle-class child with a reading problem, a little-known candidate for public office, or a person of short stature who is attempting to make the high school or college basketball team. It could also be applied to a symphony orchestra with an inexperienced conductor, or members of a minority group who suffer from prejudicial discrimination.

Although nothing has occurred to alter Webster's definition of disadvantaged, the adoption of the term by legislative bodies and public agencies, for the purpose of identifying specific target groups as recipients

of special government services, created a need for new definitions over and above those provided by dictionaries, which draw fine lines between those eligible and not eligible for the available services.

As was noted in the introduction, the term first became the subject of legislative and bureaucratic definition and interpretation following the passage of the Economic Opportunity Act of 1964. One major criterion was applied to applicants for enrollment in antipoverty programs; that is, that their incomes had to be below minimum levels. Thus, although other criteria were also identified (e.g., minorities, youth, older workers, handicapped), the disadvantaged were defined first and foremost as "poor" people.

Language contained in the vocational education amendments of 1968[5] allows for a broader interpretation of the term "disadvantaged." Disadvantaged persons may be defined as individuals with "academic, socioeconomic, or other handicaps" which prevent them from succeeding in regular vocational education programs. Thus all students identified as in some way educationally handicapped were eligible for special services, regardless of whether they are members of poor families or minority groups. This interpretation of the act's language is supported by the fact that the law also requires that individuals, rather than groups, be identified for special services. On the other hand, the act permits the designation of target groups or areas (where disadvantaged individuals are most apt to be found) for administrative, planning, and fund allocation purposes.

Thus state and local administrators of Part B set-aside and Section 102(b) vocational education programs for the disadvantaged may choose from a

[5]The definition contained in the 1976 amendments uses the term "disadvantaged" for the first time and defines the term as follows: ". . . persons who have academic or economic handicaps and who require special services and assistance in order to enable them to succeed in vocational education programs . . . ."

number of alternatives in establishing eligibility criteria. Among them are the following:

(1) The exclusive application of socioeconomic criteria

(2) The exclusive application of academic or "other" criteria

(3) The application of a combination of socioeconomic, academic, or other criteria

Program administrators may also designate target areas or groups for planning and fund allocation purposes, but this provision is not mandatory. The one mandatory provision of the 1968 amendments pertaining to programs for the disadvantaged is that individuals rather than groups be identified for special services.

It is obvious that with so many alternatives available to administrators, the nature of programs could vary widely from state to state and, in the absence of definitive state guidelines, from community to community. Furthermore, the question as to whether the intent of Congress is fulfilled -- that is, that special services or programs are provided for the disadvantaged -- depends on whether the interpretations of the congressional definition of disadvantaged by state and local administrators are acceptable to Congress. With these factors in mind, the attempt was made to determine the following:

(1) How state and local administrators define the term "disadvantaged"

(2) The various eligibility criteria promulgated by state and local administrators

(3) The various types of individual assessments performed of students enrolled in vocational education programs for the disadvantaged

The findings are discussed below.

State Level

Interviews with state directors of vocational education and their subordinates in charge of disadvantaged programming covered the following: (1) problems involved in defining the term "disadvantaged" and identifying disadvantaged students; (2) state policy regarding the issuance of guidelines to local education jurisdictions with respect to identifying disadvantaged students, the designation of target areas, and the performance of individual assessments of students identified as disadvantaged; and (3) state efforts at determining whether local education jurisdictions comply with state guidelines. Each of these subjects is discussed below.

Problems in Defining Disadvantaged

Vocational education administrators in eight of the 23 states responded that they had difficulty in defining the term "disadvantaged." The difficulties cited were of three types: (1) an apparent conflict between the identification of students on an individual basis and the designation of target areas or groups; (2) the existence of allegedly conflicting definitions of "disadvantaged" contained in laws other than the Vocational Education Act amendments of 1968; and (3) a general reluctance to label students as disadvantaged -- a reluctance that is even more intense at the local than at the state level. Most of the respondents who had trouble with the term "disadvantaged" cited two or more of these reasons.

Individual versus group. This argument takes many forms. One respondent said that if target areas are emphasized, individual assessments are either treated lightly or ignored, and if individual assessments are emphasized, target areas are apt to be ignored. Another commented that by allowing local education jurisdictions to ignore socioeconomic criteria

(which he believes is possible under the act), the target group becomes too broad to be served adequately with available funds. Still another said exactly the opposite; that is, that target areas and groups ought to be eliminated. "Because a person is poor doesn't mean he's educationally disadvantaged, and because a person is middle class or rich doesn't mean he's going to have an easy time in school."

Conflicting definitions. Ten respondents, including several who said they had no problems with the definition of disadvantaged contained in the act, cited the various definitions or target group designations contained in the Elementary and Secondary Education Act and the Comprehensive Employment and Training Act, among others, as a source of confusion to both state and local administrators. "If the term 'disadvantaged' is going to be used," one respondent said, "and if guidelines are going to be issued to help in identifying disadvantaged students, then they should be the same for all educational programs."

Student labeling. Four administrators said that the definition of disadvantaged is impossible to deal with and that the set-aside provision should be eliminated. These respondents recommended that all students with educational handicaps, physical or otherwise, be placed in a "special needs" category. One administrator recommended that the disadvantaged set-aside be discontinued, but that "states be charged with the responsibility of serving the disadvantaged." Underlying these comments is a growing reluctance at all administrative levels to "label" students. This reluctance is not necessarily altruistic; rather, it is based primarily on a fear of conflict with parents or groups representing parents that could lead to legal action against schools and state education agencies.

Comments. In evaluating these comments, it is necessary to keep in mind the basic reason why Congress believed it imperative that the disadvantaged set-aside be included in the vocational education amendments of 1968. The provision was based on the assumption that some students -- particularly a group loosely labeled the disadvantaged -- were being relegated to a "third track" and, as a result, were being denied the opportunity to be enrolled in "quality" vocational education programs. The disadvantaged set-aside provisions of the Vocational Education Act amendments of 1968 were designed to help remedy this situation. One of the "unstated" reasons for criticism of the set-aside provision is the common feeling among vocational educators that the basic assumption upon which the disadvantaged set-aside was based is, at best, unfair and, at worst, false. One respondent put it this way: "We are the third track. We've always dealt with what the academics consider the dregs of the education system."

Nevertheless, virtually all of the directors of vocational education interviewed responded that the 1968 amendments had resulted in programs for the disadvantaged that otherwise would not have occurred. The question seems to be what types of disadvantaged students are being served. Are they students who, if it had not been for the 1968 amendments, either would have been rejected for enrollment in vocational education programs, or if they had been enrolled, would have failed their courses because of the absence of needed special services? Or are they students who, although they may be benefiting from special services made possible by the act, nevertheless would have been enrolled and succeeded in vocational education programs prior to the passage of the 1968 amendments?

The answer to these questions, we believe, depends on whether socio-economic target areas or groups are designated for priority funding. The

vast majority of students in need of special services resides in these areas or the students are members of these groups. For example, Congress might be justified in providing a program for all students throughout the nation who suffer from educational handicaps, but the purpose of such a program would be quite different from that of the Part B and Section 102(b) set-asides for the disadvantaged; that is to say if socioeconomically deprived areas or groups are ignored, these programs in effect would embrace all students with individually identified educational handicaps, including many who could have succeeded in vocational education programs prior to the 1968 amendments. Aside from the probability that funds available under the disadvantaged provisions of the 1968 amendments are inadequate to serve all students with educational handicaps, unless the focus is on particular target areas or groups, the basic purpose of the disadvantaged set-asides is apt to be compromised.

This does not mean that the identification of disadvantaged students on an individual basis should be either played down or ignored; on the contrary, individual assessment is vital if educational "treatments" are to be geared to specific conditions which cause school failure. The question to be resolved is whether priority should be given to students residing in poverty areas, or who are members of groups, racial or otherwise, that have high percentages of disadvantaged students in their ranks. This is not always the case at the present time. Of the 84 projects visited in connection with the ORC assessment, approximately 25 percent were not aimed at target areas or groups, and socioeconomic factors were not used as criteria for program eligibility.

State Guidelines

State administrators were asked whether guidelines relating to the identification of disadvantaged students, the performance of individual assessments, and the designation of target areas were issued by the 23 sample states. The overall impression received by researchers was that Part B set-aside and Section 102(b) funds constituted such a small portion of state budgets that very little staff time was allocated to their administration. Generally speaking, guidelines issued by the U.S. Office of Education[6] were accepted by the states, reproduced on state stationary, and distributed to local education jurisdictions. Nevertheless, differences in program emphases did occur between states and between communities within states. These are discussed below.

Identifying the disadvantaged. Respondents in sixteen of the 23 sample states said that the guidelines they use for identification of the disadvantaged are the same as those issued by the U.S. Office of Education and published in the federal register in May 1970; respondents in six states said that they use a combination of state and USOE guidelines. One state, which coordinates its program with CETA activities, has designated "school dropouts" as its target group. Generally speaking, however, two major criteria, used either separately or in combination, are emphasized by the states:

(1) Students who are behind one or more grades in academic achievement

[6]U.S. Department of Health, Education, and Welfare, Bureau of Adult Vocational and Technical Education, Suggested Utilization of Resources and Guide for Expenditures (Washington, D.C.: National Center for Educational Statistics, June 1972)

(2) Students who reside in designated target areas (usually high youth unemployment areas, big cities, Title I areas, and areas of rural poverty)

Most states delegate to local education jurisdictions the application of specific criteria for the identification of the disadvantaged. Thus the criteria actually applied at the local level often differ from one community to another within states. In some instances, however, the emphasis of certain guidelines promulgated by states have either reduced or eliminated variances in local level programming. The most obvious examples are the Coordinated Vocational and Academic Education (CVAE) programs of Georgia and Texas, which are financed almost exclusively by Part B set-aside and Section 102(b) funds. CVAE programs, some of which begin in junior high school and continue through high school, are designed for students who are two or more grade levels below their peers. In both states, however, students enrolled in CVAE programs are drawn from specific target areas. The target area for Texas CVAE programs is made up of nine large cities; in Georgia, in addition to large cities, the target area also includes geographically isolated counties.

In New York State, socioeconomic criteria are not used in identifying secondary-level disadvantaged students, but the vast majority of Part B set-aside and Section 102(b) funds is allocated to big cities (where most students with socioeconomic handicaps reside). On the other hand, at the post-secondary level, socioeconomic factors are the sole criteria used to identify disadvantaged students.

Finally, in Delaware, the disadvantaged student is defined as a student who has dropped out of school.

Individual assessments. Respondents in six of the 23 states said that guidelines related to individual assessments of students are not issued

by their states. One director of vocational education said that because his entire state was designated as a depressed area, all of its students were eligible for disadvantaged programming. This attitude typifies the confusion that exists in most states between the identification of students on an individual basis and the designation of target areas (where the majority of disadvantaged students is apt to reside). When respondents complain about allegedly conflicting definitions of the term "disadvantaged" contained in various education legislation, they are likewise confusing the definition of "disadvantaged" with the designation of target areas. Most administrators would prefer that all students residing in designated target areas be eligible for enrollment in programs for the disadvantaged -- with or without individual assessments.

Although respondents in seventeen states said that guidelines for the performance of individual assessments are issued to local education jurisdictions, further questioning revealed that in most instances they were referring to the same guidelines issued regarding the identification of disadvantaged students. The types of individual assessments required, they believe, are implicit in the disadvantaged identification guidelines.

Target areas. Respondents in five states said that guidelines for the designation of target areas or groups are not issued by their states. Respondents in the remaining states either use USOE guidelines or single out for special priority Title I areas, inner cities, geographically isolated rural areas, and students who qualify for free lunch affadavits, among others.

Target areas are designated in some states by the methods used to fund local education agencies or schools. For example, in Arizona, communities designated as Title I areas are assigned priority for disadvantaged funding. In Connecticut, communities with the lowest school tax bases are considered

priority areas; and in Pennsylvania, funds are allocated on a formula basis which takes into account areas of high unemployment and areas in which high percentages of minorities reside, among other factors.

On the other hand, the funding process in some states appears to rule out the designation of target areas, at least at the state level. For example, in California, funds are allocated to local education agencies by means of a formula which is based solely on enrollment in vocational education; in Illinois, schools are reimbursed so much per credit hour for the total number of credit hours disadvantaged students are enrolled in regular classes.

Most of the remaining states allocate funds on a project-by-project basis, i.e., schools submit proposals to the state, and projects are funded on the quality of the proposals. Although special consideration may be given to proposals for projects in socioeconomically deprived areas, the major criteria for the acceptance or rejection of proposals are (1) their quality and (2) the ability of schools to conduct the programs.

Comments. Too little attention is given at the state level to the act's requirement that individuals, rather than groups, be identified for special services. Individual assessments should aid administrators in one or all of the following: (1) identifying the specific conditions which cause school failure, (2) identifying the actual and potential vocational skills of disadvantaged students, (3) instituting special programs designed to overcome the handicaps of disadvantaged students, or (4) referring disadvantaged students into vocational education programs in which their chances for success would be greatest. Too often in the past, categorical programs have been created, and groups of individuals sharing similar superficial characteristics have been enrolled in the programs without much consideration

as to whether the services available from the programs meet the specific needs of individuals within the groups. The requirement that individuals rather than groups be identified is an attempt to correct this deficiency. Yet there appears to be little understanding of this concept at the state level. "Individual assessment" merely means determining whether students meet established criteria for enrollment in programs for the disadvantaged. The result is that the concept of individual assessment intended by the act is not well understood at the local level.

Compliance with State Guidelines

Considering that the guidelines issued by most states are extremely broad and that only one program officer is assigned responsibility for disadvantaged programming, it is not surprising that state efforts to monitor and evaluate vocational education programs for the disadvantaged are at best cursory and at worst nonexistent. Other than the review of proposals, particularly budgets, little monitoring and evaluation of Part B set-aside and Section 102(b) programs is performed in most states. It should be noted, of course, that follow-up surveys of participants in all vocational education programs, including Part B set-aside and Section 102(b) projects, are required by all but one of the states, and that such programs are included in periodic reviews of overall local vocational education programs.

Local Level

One of the most disturbing findings of the entire assessment is that half of the 84 project directors interviewed in conjunction with the project level assessment said that they did not believe the students enrolled in their programs were disadvantaged. The question immediately arose as to what were the purposes of the projects and whether Part B set-aside and Section 102(b) funds were being used properly. However, in reviewing the reasons why

project directors did not view their students as disadvantaged, it became clear that the responses were more an indication of the confusion that exists from the national to the school levels as to what the term "disadvantaged" actually means then they were an indication that students without educational handicaps were being enrolled in Part B set-aside and Section 102(b) programs. What the project directors were saying is that the students often did not fit the project directors' own concepts of the term "disadvantaged." For example, the students may not have been poor, have been members of minority groups, or have had behavioral problems. Nevertheless, when 44 out of 84 directors of special projects for disadvantaged students say that their students are not disadvantaged, it is unavoidable to conclude that no clear understanding of the program's target population exists at any level.

The overall impression obtained from interviews with local education agency and community college officials is that little attention has been given to the disadvantaged provisions of the 1968 amendments. Few members of boards of education (or regents) were even acquainted with the act's provisions, and superintendents of schools (and community college presidents), for the most part, were not knowledgeable about administration of the program.

Program Officers

A total of 48 out of 77 local program officers (responsible for the administration of the 84 sample projects) said that state guidelines are used to identify students for enrollment in vocational education projects for the disadvantaged. Other criteria reported are as follows:

(1) Dropouts or potential dropouts: four program officers

(2) Schools develop own criteria: four program officers

(3) Title I criteria (or "target areas"): five program officers

(4) Students who qualify for free lunch affadavits: three program officers

(5) Students who are behind in their school work: two program officers

(6) No criteria: four program officers

(7) No response: seven program officers

With regard to the identification of students on an individual basis the vast majority of respondents said that the results of "regular" school assessments by counselors, teachers, and other school personnel are analyzed to identify students who need special services. Only one respondent cited the use of "pupil planning teams" for assessing all "special needs" students.

Enrollment in Disadvantaged Programs

The most common criterion used by secondary school personnel in identifying students for potential enrollment in Part B set-aside and Section 102(b) projects is academic in nature; that is, students who are one or more grades behind other students of the same age. At the post-secondary level, on the other hand, socioeconomic criteria are used almost exclusively. Yet the actual characteristics of students enrolled varied considerably from project to project. Two projects in one state, for example, enrolled only "incorrigibles," or students who had either dropped out or been expelled from school because of severe behavorial problems. The project directors of two projects, located in two different states, did not even know that their projects were designed for "the disadvantaged."

Very little attention is given to "individual assessments," other than those that are routinely performed of all students. One comment that was heard frequently at both the local education agency and school levels was that counselors do not feel comfortable in labeling students as disadvantaged, or even documenting evidence which supports the identification of disadvantaged students. Other frequently heard comments included the

following: "Seventy percent of the people in this country are disadvantaged in one way or another. Individual assessments are the least of our worries."

The president of a primarily black junior college complained that the definition of disadvantaged has been "watered down . . . . We all know what disadvantaged means," he said, "it means people who are educationally deprived because of poverty or racial discrimination. Funds are being diverted from the 'real' disadvantaged because current guidelines are so broad that almost any kid, from any background, can be identified as disadvantaged."

In summary, local-level administration of the Part B set-aside and Section 102(b) program reflects either the apathy or confusion that exists at higher levels with regard to both defining the disadvantaged and identifying individuals eligible for disadvantaged programs on an individual basis.

Overview

The evidence cited above leads to the overall conclusions that most states have devoted very little attention to the conceptualization of special vocational education services for the disadvantaged, based on specific criteria for the identification of disadvantaged students and individual assessment of students either eligible or potentially eligible for such services. The major reason cited by both state and local vocational education administrators for this "lack" is that Part B set-aside and Section 102(b) funds contribute such a small portion of overall state and local education jurisdiction budgets that very little time is allocated to their administration; but we believe that there are far deeper reasons for the confusion which exists at all levels with respect to vocational education programs for the disadvantaged.

The program appears to reflect what usually happens when the deliverers of a service do not understand or recognize the need for programs mandated by the Congress. Although it is true that the disadvantaged provisions of the 1968 amendments are nonspecific, it is also true that most legislation directed toward the solution of social problems is general in nature. Too much specification causes rigidity of administration, with all its accompanying inequities. Congress, in enacting the disadvantaged provisions of the 1968 act, was reacting to criticism of the vocational education system mainly by academic and social reformers who claimed that a large percentage of public school students was being "baby sat" in a general track maintained for students with no objectives and little motivation. They claimed that the vocational education system should reach out to these students and enroll them in innovative courses which would provide them with occupational objectives, increase their motivation, and prepare them for stable and satisfying jobs.

Vocational educators, for their part, neither supported or opposed the amendments, but there could be no doubt that they resented the criticism that was implied in the legislation. The resentment took two forms: (1) according to vocational educators, the vocational education system has always been used as a referral ground for academic rejects and, prior to 1963, the system was underfinanced and more or less forgotten in the wake of the post-Sputnik frenzy to develop scientists and engineers; and (2) the implied idea that when it became a national priority to serve the disadvantaged (rather than the gifted and talented), it was the vocational education system that was labeled as "elitist," that was charged with shunning the disadvantaged, and that was asked to bear the overriding responsibility for solving the educational problems of the disadvantaged.

The resentment of vocational educators was exacerbated by the fact that critics of vocational education were never very specific about the types of students who were being "rejected," and were not taking into account the vast expansion in vocational education that had taken place since the passage of the Vocational Education Act of 1963. Many, if not most, vocational educators believed that most of the disadvantaged were already being served and that the need for the disadvantaged set-aside provisions of the 1968 amendments was questionable.

With these attitudes prevailing, it is not surprising that the act was interpreted in its broadest sense; that is, little attempt was made to "zero in" on a particular target group. In addition, socioeconomic criteria were often ignored in the identification of disadvantaged students, in part because educators are only vaguely aware of the effects of socio-economic states on school learning. Where this occurred, the result was that all students with academic handicaps, regardless of whether they were members of poor families or of minority groups, became eligible for enrollment in Part B set-aside and Section 102(b) programs.

Finally, the reasons for the emphasis on individual student assessment were not well understood at either the state or local level. In most instances, individual assessment was merely a means of documenting the disadvantaged status of students enrolled in Part B set-aside and Section 102(b) projects. The question as to whether programs could be designed to meet the individual needs of students, discovered through individual assessments, was not often asked by the state and local administrators. Dr. Rupert N. Evans, who served as a consultant to this project, summed up the project as follows: "Teacher education programs emphasize that school learning is affected primarily by intelligence and motivation. Intelligence is seen as

being determined primarily by genes, and hence unchangeable by the teacher. Motivation is seen as the primary area which can be affected by the teacher.

"Little attention is paid to the effects of socioeconomic status in affecting intelligence adversley through poor nutrition and through a lack of stimulating early childhood education. Similarly, little attention is paid to the effects of low socioeconomic status on motivation through restricted visions of occupational opportunity, a view that luck rather than hard work yields results, and that deferral of gratification leads to lost opportunities rather than improved results.

"If teachers, administrators, and school board members believe that socioeconomic status has little effect on the results of schooling, they are unlikely to use socioeconomic status as a key variable in designing school programs. This is a serious teacher education problem.

"Congress has a better understanding of this than teachers or school board members, but even Congress is unclear about the meaning of 'disadvantaged.' The set-aside (funds) should have been for students whose school progress is <u>hampered</u> by their socioeconomic status. This could be understood and implemented. Instead Congress assumed that the disadvantaged were either excluded or allowed to fail if they did enroll. There was and is some exclusion, but mainly of the <u>handicapped</u>. The disadvantaged often do not enroll by choice (because of unrealistic expectations or because they have not learned how to choose), but most frequently they limp along, getting far less out of vocational education than they could if they had special services."

These findings have serious repercussions for the entire program and will be addressed in the study's recommendations contained in Chapter 4.

CHAPTER II

POLICY AND ADMINISTRATION

Chapter I explored state and local policy regarding the definition of disadvantaged student, the designation of target areas or groups, and individual assessment of students identified as disadvantaged. In this chapter, the following subjects are explored: (1) allocation of resources at the community level; (2) state and local policies regarding such issues as the mainstreaming of disadvantaged students, the initiation of work education programs for the disadvantaged, the use of Section 102(b) funds as opposed to Part B set-aside funds, coordination with other state and local agencies, and other policy issues; (3) administration and planning; (4) constraints and opportunities as seen by state and local administrative and program personnel; and (5) an overview of national statistics pertaining to the disadvantaged provisions of the Vocational Education Act amendments of 1968.

ALLOCATION OF RESOURCES -- COMMUNITY LEVEL

The 84 projects included in the project sample were located in 77 local education jurisdictions (55 secondary and 22 post-secondary) or

"communities." During the course of interviews with community-level administrators, the attempt was made to collect information on the use of all Part B set-aside and Section 102(b) funds (not just those funds used to finance the sample projects) which were received by the communities during school year 1974-75. The goal was to display, by budget line item and type of program, how the money was being used at the community level.

Fourteen local education agencies (out of 55) and seven community college districts (out of 22) were unable to supply budget information, or a total of 21 out of 77 communities (27 percent of the total sample) did not keep records on the allocation of Part B set-aside and Section 102(b) funds. Nineteen local education agencies (or about 35 percent of the sample) and five community college districts were unable to supply information on the types of programs funded with Part B set-aside and Section 102(b) funds. Even in those communities where the information was available, in all but a few cases it had to be tabulated by ORC researchers on the site, or in other words, it had not been processed for management purposes. As a result, community-level administrators generally were uninformed about the overall program -- an indication that planning, the establishment of priorities, and monitoring and evaluation were not considered priority items at the community level.

Allocation of Resources -- Budget Line Items

Table 2-1 shows how funds were allocated by 41 local education agencies and fifteen community college districts during school year 1974-75. The term "contact staff" means personnel who work directly with disadvantaged students, such as teachers, counselors, aides, and so on. "Noncontact staff" are personnel who do not work directly with students; e.g., administrative, clerical, and maintenance staff. The major item included in the "other"

TABLE 2-1

Allocation of Part B Set-Aside and Section 102(b) Funds by Budget Line Items -- 41 Local Education Agencies and Fifteen Community College Districts

Line Item	Secondary Level		Post-secondary Level	
	Amount	Percent of Total	Amount	Percent of Total
Noncontact staff	$ 57,953	1	$ 16,216	3
Contact staff	2,673,055	77	476,309	77
Equipment	45,950	7	49,247	8
Facilities	9,987	--	14,357	2
Transportation	9,213	--	13,800	2
Travel	36,120	1	6,259	2
Other	411,159	13	43,807	7
Total Part B and Section 102(b) Funds	$3,443,077	100	$619,995	100

category is "indirect costs," which refer to such overhead items as auditing, rent, the use of reproduction machines, and so forth. Because it was not possible to ascertain the exact meaning of "indirect costs," they were listed as "other."

The evidence shows that the vast majority of Part B set-aside and Section 102(b) funds were used to hire staff who work directly with disadvantaged students. Only a small portion of the funds were used to hire administrative and other noncontact personnel. However, at the secondary level, approximately 13 percent of the funds were used for "other" (presumably administrative) costs; the corresponding figure at the post-secondary level was only 7 percent.

Allocation of Resources -- Type of Program

One of the major issues which arose during the course of the assessment was whether congressionally mandated funds for the disadvantaged should be used solely for skills training or for the provision of other services as well. The definition of vocational education contained in the 1968 act is, in part, as follows:

> . . . vocational or technical training or retraining which is given in schools or classes (including field or laboratory work and remedial or related academic and technical instruction incident thereto) under public supervision and control or under contract with a state board or local education agency and is conducted as part of a program designed to prepare individuals for gainful employment as semiskilled or skilled workers or technicians or subprofessionals in recognized occupations. . . . (Emphasis added.)

This language indicates that vocational education for the disadvantaged means "skills training" as a part of training for "gainful employment" in skilled, semiskilled, or technical positions. Of course, the act does not rule out supportive educational services, such as remedial education or related instruction, for students already enrolled in skills training

programs, but it does appear to exclude nonskills training programs which do not lead to eventual enrollment in skills training programs.

With this in mind, we attempted to ascertain the types of programs (skills or nonskills training) funded at the community level. Skills training was defined as training in either specific (e.g., carpenter or machinist) or general (e.g., building trades or machine trades) occupational areas. Nonskills training was defined as follows:

(1) Prevocational training: Courses designed to probe the vocational skills, aptitudes, and interests of students. Students are exposed to a variety of occupational training and are tested on their aptitudes.

(2) Remedial education: Programs to improve the basic education skills (reading, computing, and oral communication) of students who cannot succeed in regular vocational education courses because of deficiencies in these skills.

(3) World-of-work instruction: Generalized instruction relating to the job search, the responsibilities of employers toward employees and vice versa, grooming, attitudes on the job, job safety, and other such topics. Such instruction is of course usually included in skills training courses, but where it appears by itself, or as the classroom portion of work experince programs -- or, in other words where it is not integrated with either skills training or work education projects which involve training on the job -- it is defined as a nonskills training course.

Figure 2.1 shows the results of this exercise by educational level (secondary and post-secondary).

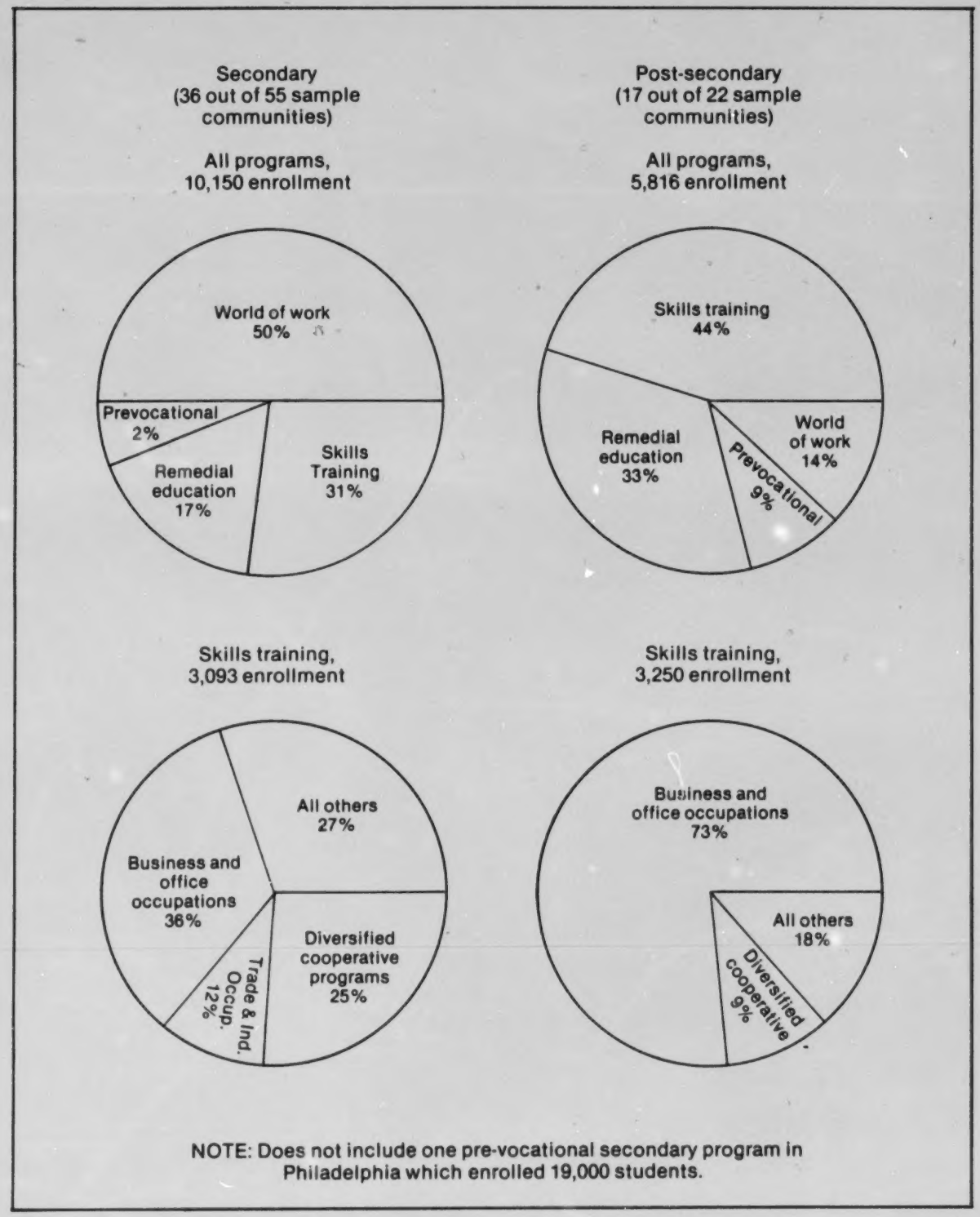

FIGURE 2.1. Allocation of Resources by Type of Program, Secondary and Post-secondary School Year 1974-75

Secondary Level

The overwhelming majority of students enrolled in high school programs for the disadvantaged (69 percent) was not receiving skills training. However, if it can be assumed that the 17 percent enrolled in remedial education programs were also receiving skills training -- not funded out of Part B set-aside and Section 102(b) funds -- this figure would be reduced to 52 percent. Half of the secondary-level students were enrolled in world-of-work programs; only 2 percent were enrolled in prevocational programs.[7]

Of those enrolled in skills training programs (excluding those enrolled in remedial education programs about which skills training information was not available), 73 percent were enrolled in three occupational areas: (1) business and office occupations, (2) diversified cooperative work education, and (3) trade and industry. The remaining 27 percent were scattered throughout seven occupational areas: agriculture, fishing, cosmetology, automobile mechanics, auto body repair, home economics, and the construction trades.

Post-secondary Level

Of the post-secondary students, 44 percent were enrolled in skills training programs. Of these, 73 percent were in the business and office occupations area. If the 33 percent enrolled in remedial education programs were also receiving skills training, the percentage of post-secondary students receiving skills training would rise to 77 percent. Twenty-three percent of the post-secondary students were enrolled in world-of-work (14 percent) and prevocational (9 percent) programs.

[7]These figures exclude one prevocational program in Philadelphia which enrolled 19,000 students.

Comments

It would appear that the majority of Part B set-aside and Section 102(b) funds is being used for the initiation of nonskills training programs. This is especially true at the secondary level where over half the students were enrolled in world-of-work and prevocational programs. If it can be assumed that remedial programs are integrated with skills training programs (an assumption that cannot be made on the basis of data collected at the community level), skills training is predominant at the post-secondary level. However, the range of occupations in which disadvantaged students were receiving skills training is extremely narrow at both levels. The vast majority of high school students was enrolled in three occupational areas, while only one occupational area accounted for most of the students enrolled in post-secondary skills training programs. This subject will be discussed in more detail in chapter 3 when the project sample is analyzed, but the data collected at the community level appear to indicate a soft spot in the overall program.

POLICY AT THE STATE AND LOCAL LEVELS

Policy can be defined as "a definite course or method of action selected from among alternatives and in the light of given conditions to guide and determine present and future decisions." Although an overall policy was imposed on the schools by the Vocational Education Act amendments of 1968, the congressional mandate was sufficiently broad to allow considerable flexibility at the state and local levels. In designing and conducting this assessment, we made the assumption that issues related to the provision of vocational education for the disadvantaged were considered at the national, state, and local levels, and that a considerable body of policy formulations

would be available to researchers. The fact is, however, that the only comprehensive policy statement obtained was the Suggested Utilization of Resources and Guide for Expenditures (SURGE), issued by the U.S. Department of Health, Education, and Welfare. This document outlines the specific requirements of the 1968 amendments, services, and programs which could be implemented for the disadvantaged, and a suggested classification system for disadvantaged students. However, as its name implies, the document is merely suggestive and was meant to be an aid to state education agencies in formulating policies which are directly related to conditions which exist in the various states. It was reasonable to assume, therefore, that more specific policy formulations would be available at the state and community levels. Unfortunately, this rarely proved to be true.

Of course, state plans do contain some statements of policy, but most are mere reiterations of material contained in SURGE. Just as it appeared that very little consideration had been given by state and community administrators to such issues as the meaning of "disadvantaged," the designation of target areas or groups, and individual assessment of students identified as disadvantaged (see chapter I), so it also appeared that very little attention had been given to the issues discussed below. Few written statements of policy were available at either the state or community level, and opinions regarding the issues often varied between administrators within states and communities.

One possible reason for this "lack" is that only a handful of individuals have been charged with the administration of the entire program. At the national level, one person is charged with the initiation of guidelines, national monitoring of the program, and the provision of technical assistance. Likewise, in most states, only one person has the responsibility for promoting,

funding, and monitoring vocational education programs for disadvantaged students. Finally, at the community level, no single person is charged with the responsibility of administering programs for the disadvantaged. Although this paucity of administrative staff at all levels contributes to the low overhead of the program, it could also be the major reason why there appears to be little consideration of policy, and, as will be discussed in the administrative section of this chapter, very little planning in any real sense of the word.

The following subjects are discussed in the subsections which follow:

(1) The "mainstreaming" of disadvantaged students

(2) Work education programs

(3) The use of Section 102(b) funds as opposed to Part B set-aside funds

(4) Coordination with other agencies

(5) The use of advisory councils

(6) The earmarking of funds for the disadvantaged and matching of federal-state funds by local education jurisdictions

(7) Extent of participation by boards of education or boards of regents

(8) Opinions regarding the following:

  (a) Ease or difficulty in obtaining Part B set-aside and Section 102(b) funds for the disadvantaged

  (b) The "seed money" concept

  (c) The earmarking of funds in general and

  (d) The effect of revenue-sharing programs on vocational education in general and vocational education programs for the disadvantaged in particular

It should be emphasized that because of the absence of written policy on most of these matters, the findings cannot be considered anything more significant than summarizations of respondent opinions.

Mainstreaming of Disadvantaged Students

"Mainstreaming" is the term used to describe the integration of disadvantaged students into regular vocational education classes. The objective of mainstreaming is to place disadvantaged students in a natural atmosphere where they can benefit from contact with students with few educational handicaps, and where the stigma of being placed in a "special" situation (or lower track) can be avoided. Theoretically, disadvantaged students placed in regular classes are provided with special services to help them overcome whatever conditions cause them to fail in school. Policy makers and administrators at all levels were asked whether policies existed regarding the mainstreaming of disadvantaged students into regular classes.

About half the state vocational education directors said that they preferred "regular" classes, or the integration of disadvantaged students with regular students; two favored "special" classes, or classes composed solely of disadvantaged students; six said that both types of classes were legitimate, depending on the characteristics of the students identified; and four had no opinion.

State program supervisors were asked whether priority was given to project proposals which integrated the disadvantaged with regular students. Eleven responded negatively to this question; eight positively. Four program supervisors said that projects for the disadvantaged would not be funded unless they were special.

Half the community administrators interviewed said that they favored regular classes, 38 percent special, and the remainder indicated that both types of classes were funded.

With the exception of four states, where there appeared to be definite (though unwritten) policies with regard to the mainstreaming of students (two against and two for), it did not appear that a great deal of consideration had been given to the issue. Whether classes were special or regular was left to the initiators of projects in the schools.

Advocates of special classes gave two reasons, one administrative and one of a program nature, for their position. Several administrators said that it is much easier to keep track of funds set aside exclusively for the disadvantaged if special projects are funded and if the disadvantaged are separated. Others indicated that disadvantaged students needed special attention -- attention that they could not receive in regular classes.

Work Education

While most states did not have written policies regarding work education programs specifically for the disadvantaged, they did have written policies regarding cooperative education and other kinds of work education programs for all students. Presumably these policies also applied to work education programs funded under the Part B set-aside and Section 102(b) provisions of the 1968 act. In addition, administrators in seven states said that disadvantaged students were given priority for enrollment in work education programs funded under the Part G (cooperative education) and Part H (work study) provisions of the act.

Although no formal policy existed at the community level, 23 respondents at the high school level said that work education components were funded under the Part B set-aside and Section 102(b) provisions for disadvantaged students, and eighteen said that disadvantaged students were enrolled in Part G and Part H programs. The remainder (fourteen respondents) said that the disadvantaged were not enrolled in work education programs.

Only three respondents (out of 22) at the post-secondary level said that work education programs, or components, were funded with Part B set-aside and Section 102(b) funds.

The major reason given for the failure to initiate work education programs for disadvantaged students was "lack of funds."

Part B Set-Aside versus Section 102(b) Funds

Part B of the 1968 amendments, which provides states with their basic grants for vocational education, requires matching by the states or their local communities. This requirement does not apply specifically to the 15 percent disadvantaged set-aside; rather it applies to the entire Part B grant. Part A, Section 102(b), on the other hand, provides 100 percent federal financing for students defined as disadvantaged. Although the act does not stipulate the kinds of programs that should be funded under Section 102(b), it is generally assumed that these funds should be used for experimental and demonstration purposes, or for additional programs in areas of high need. With these factors in mind, state-level administrators were asked whether policy existed for the use of Section 102(b) funds, or whether the use of these funds differed in any way from the use of Part B set-aside funds for the disadvantaged.

Thirteen of the state program supervisors responded that Section 102(b) funds were combined with Part B set-aside funds and distributed to schools or local education jurisdictions according to the various funding procedures existing in the states; in other words, the two sets of funds were used for identical purposes. The remaining ten administrators said that Section 102(b) funds were reserved for the following:

(1) The funding of vocational education programs in correctional institutions (two states);

(2) The funding of remedial education programs;

(3) The funding of projects in "satellite areas";

(4) The funding of experimental and demonstration projects in overall local education jurisdictions (four states);

(5) The funding of additional vocational education programs in large cities; and

(6) The funding of the projects in Skills Centers.

Coordination with Other Agencies

Part B, Section 123(a) of the 1968 amendments provides that in the development of vocational education programs and activities "there may be . . . cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities, such as institutions of higher education, and model city, business, labor, and community action organizations . . . ." Respondents at both the state and community levels were asked whether formal agreements had been reached with such agencies, or with other divisions within state and local educational jurisdictions, for the provision of services to either vocational education students in general, or to students enrolled in vocational education programs for the disadvantaged.

Responses at both the state and community levels indicated that formal agreements did not exist, but that students were often referred to outside agencies on an informal basis. Of course, agreements were reached between state education agencies and local Comprehensive and Training Act (CETA) prime sponsors for the provision of vocational education services to CETA enrollees. However, all but one of these agreements were in response to CETA Section 112 which mandates that 5 percent of Title I CETA grants be used for the provision of vocational education services, contracted through

state vocational education boards, for CETA enrollees. The sole exception occurred in Delaware where the entire Part B set-aside program was directed toward school dropouts enrolled in local CETA programs.

As part of the project-level assessment, the attempt was made to identify nonschool agencies who were participating in Part B set-aside and Section 102(b) programs for the disadvantaged, and to interview representatives of such agencies. No agencies which were providing services on a contractural basis to students enrolled in Part B set-aside and Section 102(b) programs for the disadvantaged were identified.

The two nonschool agencies most often mentioned as "referral sources" for all vocational education students (not solely the disadvantaged) were vocational rehabilitation and the employment service. Divisions of state and local education agencies which provided services to disadvantaged students on an informal basis included special education, Elementary and Secondary Education Act (Title I) staff, and bilingual staff.

The Use of Advisory Councils (or Committees)

The 1968 amendments provide that at least one member of state advisory councils should be "familiar with the special problems and needs of individuals disadvantaged by their socioeconomic backgrounds . . . ." The amendments also charge such councils with planning and evaluation responsibilities. State program supervisors were asked what effect (if any) the actions of state advisory councils have had on the administration of vocational education programs for disadvantaged students. Ten (of 23) respondents said that their state councils had subcommittees on the disadvantaged and handicapped. However, although almost all program supervisors were aware of their councils and the liaison officers within the various state education agencies, and several could identify the disadvantaged

specialists on the councils, not one cited examples of council activity in any phase of the disadvantaged program. Apparently, there was virtually no concrete assistance provided by the councils, and none seemed to be expected by the program supervisors.

Advisory committees which dealt specifically with programs for the disadvantaged were nonexistent at the community level. Regular local education jurisdiction advisory committees dealt with the overall vocational education programs or with the specific occupational areas to which they were assigned. Project proposals were not submitted to advisory committees for approval, nor were the committees involved in the planning and evaluation of vocational education programs for the disadvantaged.

State Earmarking and Community Matching of Funds

Although states are not required to match funds mandated for the disadvantaged under the Part B set-aside of the 1968 amendments, they (or local communities) are required to match overall Part B grants. The question was asked, therefore, whether state legislatures mandated that portions of the funds appropriated for vocational education programs be set aside for the disadvantaged. The answers were negative in seventeen states, "don't know" in two, and "yes" for four. However, those who responded yes to the question were unable to say what percent of state appropriated funds were allocated for disadvantaged programming, or provide the total dollar amount to such state set asides.

Half the states do not require local education jurisdictions (or schools) to match federal-state funds allocated for disadvantaged programming. The remainder operates on a "seed money" basis; that is, after 100 percent financing the first year, the funds are decreased gradually over a period of three to five years until the programs are completely financed by local funds.

Extent of Participation by Boards of Education or Regents

Chairman or members of boards of education or of regents were interviewed in all 77 communities. The purpose of the interviews was to determine whether such boards established policies with regard to vocational education in general or vocational education for the disadvantaged in particular, and the extent of their influence on the administration of vocational education programs for the disadvantaged.

The overwhelming impression gained from these interviews was that boards of education and boards of regents do not establish policy with regard to either vocational education in general or vocational education for the disadvantaged in particular except in response to pressure from the committee. For example:

(1) Not one board had established a committee or subcommittee on vocational education.

(2) Half the respondents said that the question of vocational education for the disadvantaged had never been considered by their boards; the remainder merely said that their boards support vocational education programs for the disadvantaged, but that policy statements had never been issued to superintendents of schools or community college presidents.

(3) The overwhelming majority of the respondents could not say whether programs funded on a "seed money" basis were continued with local funds after federal-state financing had been withdrawn.

(4) Eighty percent of the board members said that their boards had no influence on the occupational areas in which vocational courses are offered.

(5) Half the respondents could not estimate the percentages of their budgets which are earmarked; the remainder gave off the top of the head estimates, but could not vouch for their accuracy.

(6) Not one board had made any formal attempt to promote coordination between the local jurisdiction and other agencies responsible for providing services to the disadvantaged.

On the other hand, the respondents were unanimous in saying that their boards had mechanisms through which individual citizens and community organizations could present their views regarding the educational needs of the community. The most often-mentioned mechanism was open board meetings, but a few also cited the existence of advisory committees. Slightly more than half of the respondents said that their boards had instituted changes as the result of community suggestions or "pressure." These changes included the following:

(1) Agreement to hire paraprofessionals (teachers' aides)

(2) Agreements to change the proposed locations of schools

(3) Agreements to institute new curricula

(4) Agreements to continue programs that were scheduled to be dropped

The remainder of the respondents said that community suggestions may have helped effect change, but that it was difficult to assess the major influences which contribute to change.

Issues

The preceding discussion centered on a search for a body of policy, generated at the state and local levels, relating to the administration of vocational education for the disadvantaged. In this section, issues relating to the effects of national legislation on the administration, initiation, and conduct of vocational education programs for the disadvantaged are discussed.

Ease or Difficulty in Obtaining Set-Aside Funds

Community-level administrators were all but unanimous in rating their relationships with state officials as "excellent" (50 percent) or "adequate" (50 percent); only one respondent at the community level reported poor relations with state officials. Some of the reasons cited as to why local-state relations were less than excellent were as follows:

(1) Excess paperwork: "Too many forms. "Requires too much paperwork to get funds." "Redundant work required in program preparation." "The number of forms you fill out may not be worth the reimbursement you get."

(2) Time delays: "The guidelines are always late." "Never know for sure whether the funds are coming or not." "Everything is sent to the superintendent and it takes time for it to filter down to those who do the work." "Can't plan on staff because you are never sure whether the funds will materialize."

(3) Definition of "disadvantaged": "At times need personal explanation from state supervisors as to who it is we're supposed to serve, and they don't like to tell you." "Too many generalities." "Definition too subjective." "Definition can mean anything you want it to mean."

On the other hand, virtually all respondents agreed that they have adequate access to state administrators. Other than the factors cited above, local education agency administrators reported few problems in applying for and receiving Part B set-aside and Section 102(b) funds.

The "Seed-Money" Concept

State administrators assume that funds for the disadvantaged will not continue forever and tend to favor the funding of local projects for

the disadvantaged on a seed-money basis. In other words, they prefer that federal funds be used for promoting new programs for the disadvantaged but that continued funding should be assumed by the local education jurisdictions over a reasonable period of time. Although community administrators understand the concerns of state officials, they have mixed feelings about this funding technique. Set-aside funds, they contend, are parts of overall federal grants to the states that must be spent one way or the other and therefore should not be treated any differently from other Part B funds. Federal-state funds create new programs in the community, over and above those financed by means of local tax revenues. If these funds are withdrawn, local administrators usually are faced with decisions to discontinue either regular programs or new programs which had been financed with set-aside funds. Most board members, superintendents, and program officers reported that such decisions often cause dissention in the community.

Where Section 102(b) funds are used to "seed" programs for the disadvantaged, there are fewer complaints. These funds, which do not require state matching, are considered "extra" monies, or funds that can (and should) be used for experimental and demonstration purposes. The purpose of Part B funds, on the other hand, is to supplement and expand vocational education programs throughout the states. They are granted to the states on a formula basis and, according to most community-level administrators, once allocated to local education jurisdictions should be considered parts of the permanent budgets of school districts.

Earmarking of Funds

State and community administrators were asked their opinions regarding the earmarking of funds for special groups (the disadvantaged and handicapped) and programs (cooperative education and work study). They were also asked

whether programs for the disadvantaged were funded by states and local education jurisdictions prior to the passage of the 1968 act. Twelve state directors of vocational education said that they were against the earmarking of funds, because such legislation was based on the assumption that the need for various types of programs was the same throughout the nation. It is interesting to note, however, that only two directors who were opposed to earmarking responded that program for the disadvantaged existed in their states prior to the 1968 act. State program supervisors, on the other hand, were almost unanimous (only three dissented) in voicing support for the earmarking of funds for the disadvantaged.

At the community level, the strongest opinions on earmarking were voiced by superintendents of schools. They were not so much against the Part B set-aside for the disadvantaged as they were against the fragmentation of all educational programs. "Each program that comes down from above," one superintendent said, "sets up new little niches that were not coordinated in any way with other programs . . . . We don't have <u>one</u> program for the disadvantaged, we have <u>five</u> -- and each of them is under a different administrative entity."

On the whole, however, administrators at all levels understood the need for the earmarking of funds, and the vast majority believed that programs for the disadvantaged were now in operation that would not have existed if it had not been for the disadvantaged provisions of the 1968 amendments.

<u>Effects of Revenue Sharing</u>

Administrators at all levels were unanimous that revenue sharing programs other than CETA had not increased funds for vocational education in general, or vocational programs for the disadvantaged in particular.

Opinions on the effect of CETA were divided between those who believed that CETA has had no effect on the delivery of vocational education to the disadvantaged and those that believed that CETA had increased vocational education opportunities to the disadvantaged, even though it had decreased participation by the schools in such programs. The major complaint of administrators at all levels was that new agencies, generally founded and administered by minorities (OIC and SER, for example), were being assigned the primary role for delivering vocational education services to CETA enrollees. According to most administrators, these assignments were not being made on the basis of cost effectiveness or "quality," but for political reasons.

Only a handful of community-level administrators (three) responded that revenue sharing agencies or boards, including CETA prime sponsors, had contributed to the coordination of community services for the disadvantaged. One superintendent of schools put it this way: "The whole thing is political. The new agencies are the 'hot shots,' and the old agencies are the villians. The new are out to get as much as they can, and the old are out to retain as much as they can. Coordination is not even discussed."

Comments

The absence of considered policy statements at the state and local levels regarding the issues discussed above, as well as the issues discussed in chapter I, lead to the conclusion that vocational education programs for the disadvantaged, funded under the Part B set-aside and Section 102(b) provisions of the 1968 amendments, are being administered on an ad hoc basis. It appears that the assumptions listed in the introduction of this report have not even been considered, let alone accepted at either the state or community levels. It appears, too, that assumptions underlying two of the major purposes of this research project are also faulty, to wit:

(1) That priorities based on carefully considered policy are set at the state level

(2) That policies and strategies which impact on the quality and effectiveness of vocational education programs for disadvantaged students exist at the community, or local educational jurisdiction, level

The evidence seems to indicate the absence of formal policies, strategies, and methods of establishing priorities at both the state and local levels.

ADMINISTRATION AND PLANNING

Some of the subjects discussed below have already been touched upon in chapter I and the policy section of chapter II. Because of their importance in understanding how the disadvantaged provisions of the 1968 amendments are being administered, they are summarized briefly below.

State Funding Methods

There were four methods in use by states to fund vocational education programs for the disadvantaged:

(1) Project-by-project basis: Local education jurisdictions or schools submit proposals to the state, according to established guidelines, and are funded on the basis of the quality of the proposals and the ability of the schools or local education jurisdictions to carry out the projects (sixteen states).

(2) Formula basis: Local education jurisdiction are funded on formulas based on enrollment in vocational education programs, need (or the socioeconomic status of individual areas served by

local education jurisdictions), or a combination of enrollment and need (five states).

(3) Reimbursement: Schools are reimbursed so much per credit hour for each hour a disadvantaged student is enrolled in a regular vocational education classes (one state).

(4) Tax base: Funds for the disadvantaged are allocated to local education jurisdictions on the basis of the ability of the communities to raise school taxes. Local education jurisdictions with the lowest tax bases are given priority for disadvantaged funds.

There can be no doubt that states which allocate funds on a project-by-project basis have more administrative control over their programs. The fact that sponsors are required to submit proposals which set down in writing the general and specific goals of projects, the characteristics of the students to be served, the educational techniques to be employed, and line item budgets (including local funds, if any, to be contributed) implies a certain amount of planning and facilitates program evaluation.

Where funds are allocated on a block grant basis, state administrators are generally less informed about programs, and evaluation (if it is carried out at all) is extremely difficult. Proponents of block grant funding, as opposed to funding on a project-by-project basis, contend that block funding allows local education jurisdictions more flexibility. This may be true, but it also results in less accountability. Fiscal and program information regarding current programs was virtually nonexistent in states which allocated funds on a block grant basis to local education jurisdictions. There was also evidence that post facto auditing procedures were used at both the state and local levels; that is, the funds were not applied to service

categories until after the completion of the fiscal or school year. The state monitoring and evaluation was virtually impossible under this system. The administrators of one of the projects included in the project sample, located in a state which used block funding procedures, did not even know that they were administering a program for the disadvantaged.

Funding Process

The vast majority of community colleges submits proposals for disadvantaged projects directly to the state; in only two cases were proposals developed at the district level. Proposals were written by a variety of individuals and departments, including proposed project directors, directors of vocational education, special needs divisions, tutoring coordinators, deans of instruction, department chairmen, skills center directors, deans of departments of urban concerns, and directors of program development. All respondents stated that project proposals were submitted annually.

At the high school level, about half of the local education agencies developed all proposals for schools in their districts. In fourteen school districts, proposals were prepared by the schools and submitted to states either through the local education agencies (ten) or directly to the state (four). In seven communities, formal proposals were not developed by either the schools or the districts; rather, the local education agencies and schools received annual funding on a block grant basis.

Where local schools, as opposed to LEAs, developed proposals, almost all were written by the proposed project directors. At the LEA level, most proposals were written by directors of vocational or occupational education. Others who were listed as proposal writers included: personnel in the office of the superintendent, directors of vocational schools, instructional department personnel, career education and planning specialists, personnel

in secondary education divisions, special education personnel, and teachers or instructors on assignment.

Half of the schools and communities were required to submit proposals to the state annually. However, for those projects already in operation, only abstracts or letters were required for continued funding. In the case of three communities, projects were funded on a two-, three-, and five-year basis.

Organization

At the state level, three-person divisions of special needs (variously named) existed in 21 states. The supervisors of these divisions reported to directors of vocational education. One of the supervisor's subordinates was responsible for programs funded under the 10 percent Part B set-aside for the handicapped; the other for disadvantaged programming. In the remaining two states, no single person was assigned responsibility for disadvantaged programming; rather, the responsibility was divided among the directors of traditional vocational education divisions (business and office occupations, distributive education, and so forth).

Administrators at the community level (high school) were primarily directors of vocational or occupational education who estimated that they spent an average of 20 to 35 percent of their time in the administration of programs for the disadvantaged.

Planning and Monitoring and Evaluation

Two significant steps in the implementation of programs were researched -- planning and monitoring and evaluation.

Planning

Planning is the process through which potential target populations are identified and priorities (based on available resources) are set; and the

programs initiated are monitored and evaluated to determine their effectiveness. The 1968 amendments require states to prepare and submit "state plans" which are based in part on the needs of local education jurisdictions throughout the various states. A standard initial step in the operation of a program is a determination of the "universe of need" to be addressed by the program. In other words, who needs the services this program can provide? In the case of the Part B disadvantaged set-aside and Section 102(b) provisions of the 1968 amendments, this universe would be those disadvantaged students in a state who could benefit from vocational education.

State program supervisors were asked whether attempts to identify the universe of need were carried out at the state level. Although not one respondent gave an outright "no" to this question, their responses were vague, and not one could provide researchers with breakdowns of the universe of need by local education jurisdictions.

Of course, state plans gave overall statewide estimates of the disadvantaged populations within states, but state program officers appeared to be unacquainted with these figures; nor were they able to identify the sources of the statistics. It seemed, therefore, that state plans were drafted by persons or divisions other than the program officers or special needs divisions, and were considered nothing more or less than exercises in grantsmanship. The guidelines for state plans specify that goals and objectives of programs are to be clearly stated. Despite this requirement, in most instances the objectives are couched in broad terms, such as "to provide the disadvantaged students of the state with necessary vocational education." This type of objective lends itself neither to concrete planning nor to evaluation.

The fact is that state program officers did not consider planning one of their major responsibilities. To a certain extent this seemed related to attitudes toward the drafting of state plans. The "right words" must be put down on paper in order that funds may be obtained, but such "planning" has little to do with "day-to-day operations." This attitude was implied in the comments of several state administrators and was supported by the lack of evidence of specific state plan objectives being actively pursued.

One other factor which may have militated against state planning was the often-mentioned "independence" of local education jurisdictions and the reluctance of the states to oppose this condition. States which fund on a project-by-project basis did in fact require local sponsors to state their objectives in generally measurable terms and predicated future funding on the fulfillment of those locally chosen objectives. Perhaps, then, the lack of state-level planning was due more to a belief that planning is a local, rather than a state, responsibility than it was to a general skepticism regarding the value of planning itself. As described below, however, planning seemed to be as informal at the local level as it was at the state level.

It would be a mistake to say that no planning takes place at the local level, but it is accurate to maintain that what planning does take place is of a short-term nature generally directed at justifying specific projects. One of the questions raised by the community-level assessment was: Whose responsibility is it to plan vocational education programs for the disadvantaged? It would be unfair to place the blame for the lack of planning solely on vocational education administrators. It is the responsibility of vocational education to provide a specific kind of educational service to all who are referred to the vocational education program -- disadvantaged and nondisadvantaged. It is not necessarily the responsibility

of vocational education to identify, assess, and recruit all students coming up through the education system who should be referred into the vocational education system.

On the other hand, vocational education is responsible for administering the Part B set-aside and Section 102(b) programs for the disadvantaged. Thus vocational administrators, from the national to the local levels, are at least partially responsible for planning. Yet if vocational educators were to use Part B set-aside and Section 102(b) funds to discover the universe of need and assess disadvantaged students to determine their fitness for occupational training, they would not only be duplicating activities presumably carried out by other divisions of education agencies, but they would also be reducing the amount of funds available to provide direct educational services to the disadvantaged.

Thus if long-range plans are to be launched to provide comprehensive educational programs for the disadvantaged, including vocational education, pertinent divisions of state agencies at both the state and local levels must work together. At the very least, special education divisions, vocational education divisions, and research and information collection units should work together in planning programs for the disadvantaged. Ideally, outside agencies, such as vocational rehabilitation and the employment service, should also be brought into the planning process.

There was little evidence of this kind of cooperation in the sample communities. When asked about the universe of need or the establishment of priorities, most respondents expressed bewilderment. "Planning," if it can be called that, consisted mainly of the design of projects on an ad hoc basis; the objective was to spend the Part B set-aside and Section 102(b) funds available from the states.

Monitoring and Evaluation

Considering the informality of the planning process, it should come as no surprise that the monitoring and evaluation factor of programs for the disadvantaged was equally informal at both the state and local levels. State- and community-level reporting requirements were minimal and, as is discussed in chapter III, management information systems were extremely weak at both levels. Where states were funded on a project-by-project basis, the opportunity for monitoring and evaluation was at least present, but because only one state administrator was assigned responsibility for disadvantaged programming, comprehensive monitoring and evaluation were not possible.

Half of the state program officers reported that monitoring and evaluation of programs for the disadvantaged were not conducted. Of those states that did claim to conduct evaluations, they were conducted annually in fourteen states, semiannually in six states, and once every four or five years in three states.

Slightly more than half of the community administrators reported that evaluations were not conducted by local education jurisdictions. Informal or instructor self-evaluations were conducted in fifteen communities, and eight performed yearly on-site evaluations of programs for the disadvantaged. In states which were divided into regions for administration purposes, all local vocational education programs (including those for the disadvantaged) were more likely to be closely monitored and evaluated on a periodic basis.

CONSTRAINTS AND OPPORTUNITIES

Respondents at all levels were asked to identify what they thought were constraints limiting the initiation of vocational education programs for the disadvantaged and to make whatever recommendations for program improvement

they thought were necessary. The constraints most frequently mentioned, in order of frequency, were as follows:

(1) Lack of funds: Virtually every category of respondent (state administrators, boards of education or regents, superintendents of schools, presidents of junior colleges, and local education jurisdiction program officers) cited lack of funds -- not just for vocational education programs for the disadvantaged, but for all vocational education programs -- as the major constraint.

(2) Lack of facilities: Community-level administrators mentioned lack of facilities more often than their counterparts at the state level. Several community program officers said that one reason there were so many world-of-work and work education programs for the disadvantaged (as well as for other students) was because such programs did not require as expensive facilities and equipment as did programs of skills training.

(3) Insensitivity of instructional personnel: State and local program officers were more apt to complain about the reluctance of instructional personnel to accept disadvantaged students than other respondents. The problem was not so much "lack of teacher training" as it was a negative attitude on the part of some instructors which rendered attempts to place disadvantaged students in their classes generally unproductive.

(4) Negative image of vocational education: A common complaint of board members and community administrators was that the parents of many disadvantaged students did not want their students enrolled in vocational education programs. For example, in one city plans called for the construction of a

new vocational education facility in a district which was predominantly Mexican-American. The plans were abandoned because of complaints from community groups which charged the school district with racism and condescension. The result was that a new comprehensive high school was built in the district, and students who opted for vocational courses had to be bused to an overcrowded facility in the center of the city. The chairman of the board of regents of a predominantly black community college district said that the major constraint limiting vocational education for the disadvantaged was the lack of demand by the disadvantaged themselves. A board member of a predominantly Mexican-American school district in the West summed up the attitude: "People who are below average to average in academic skills are considered 'disadvantaged,' even though they may have excellent talent with their hands. So, students who are good with their hands want to be in the academic courses with the 'bright boys,' who may be idiots in the shop."

(5) Definition of disadvantaged: A common criticism of all community-level respondents was that the definition of the term "disadvantaged" was so broad that virtually all students could be diagnosed as in some way disadvantaged. As a result, the real disadvantaged were not being served.

Respondent recommendations regarding the constraints listed above included in the following:

(1) Funding:

(a) Local school districts should not be required to match funds for vocational education programs for the disadvantaged.

Disadvantaged and handicapped funds should be 100 percent federal supplements to local school budgets.[8]

(b) Federal funding should be on a two-year basis to allow for comprehensive planning.

(c) Seed-money funding should be discontinued.

(2) Instructional personnel:

(a) In-service training should be provided by the state for instructional personnel -- not just those who work with the disadvantaged, but all instructors -- because the goal is to place disadvantaged students in regular classes.

(b) Instructional personnel should be evaluated on how well they work with disadvantaged students, and their continued employment should be at least partially based on such evaluations.

(3) Definition of disadvantaged:

(a) The federal government should define more precisely the meaning of the term "disadvantaged."

(b) States should establish priorities and see that they are observed by local education jurisdictions and schools.

No recommendations were made regarding lack of facilities (other than requests for additional funds) and the negative image of vocational education. Other recommendations which were frequently offered are as follows:

(1) Programming: Programming of a more flexible, open-ended nature should be developed. Disadvantaged students should be exposed to a wide range of options within occupational areas.

[8] It should be noted that the 1976 amendments require 50 percent state (and therefore local) matching of programs for the disadvantaged.

(2) Planning and administration: More funds should be allocated for program planning and administration.

(3) Career orientation: Statewide programs of career orientation should be established. State plans should not limit but should expand career possibilities, instead of funneling students into "the neck of the bottle."

The constraints and recommendations outlined above were those most frequently mentioned by all types of respondents. They are set down here without comment merely to illustrate what appear to be the major concerns of state and local administrators of vocational education programs for the disadvantaged.

NATIONAL STATISTICAL OVERVIEW

Each year there is a wide range of data on vocational education programs for the disadvantaged reported by the states to the U.S. Office of Education. For example, the states must report in considerable detail on program enrollments and costs. A review of these data was made for all fifty states to determine the percentages of Part B funds expended by the states for the disadvantaged, the cost per disadvantaged student, the cost of educating disadvantaged students as compared to regular students, and the extent to which the Part B set-aside program contributes to total funds expended by the states for the disadvantaged.

Figure 2.2 shows the percentage of each state's Part B grant that was reported as being expended for the disadvantaged in fiscal year 1975. In 37 states, expenditures for the disadvantaged exceeded 15 percent of total expenditures. Expenditures exceeded 20 percent in five states, with Minnesota leading all states in expenditures for the disadvantaged (39 percent).

Percent of Federal Funds (Part B) Expended for Disadvantaged

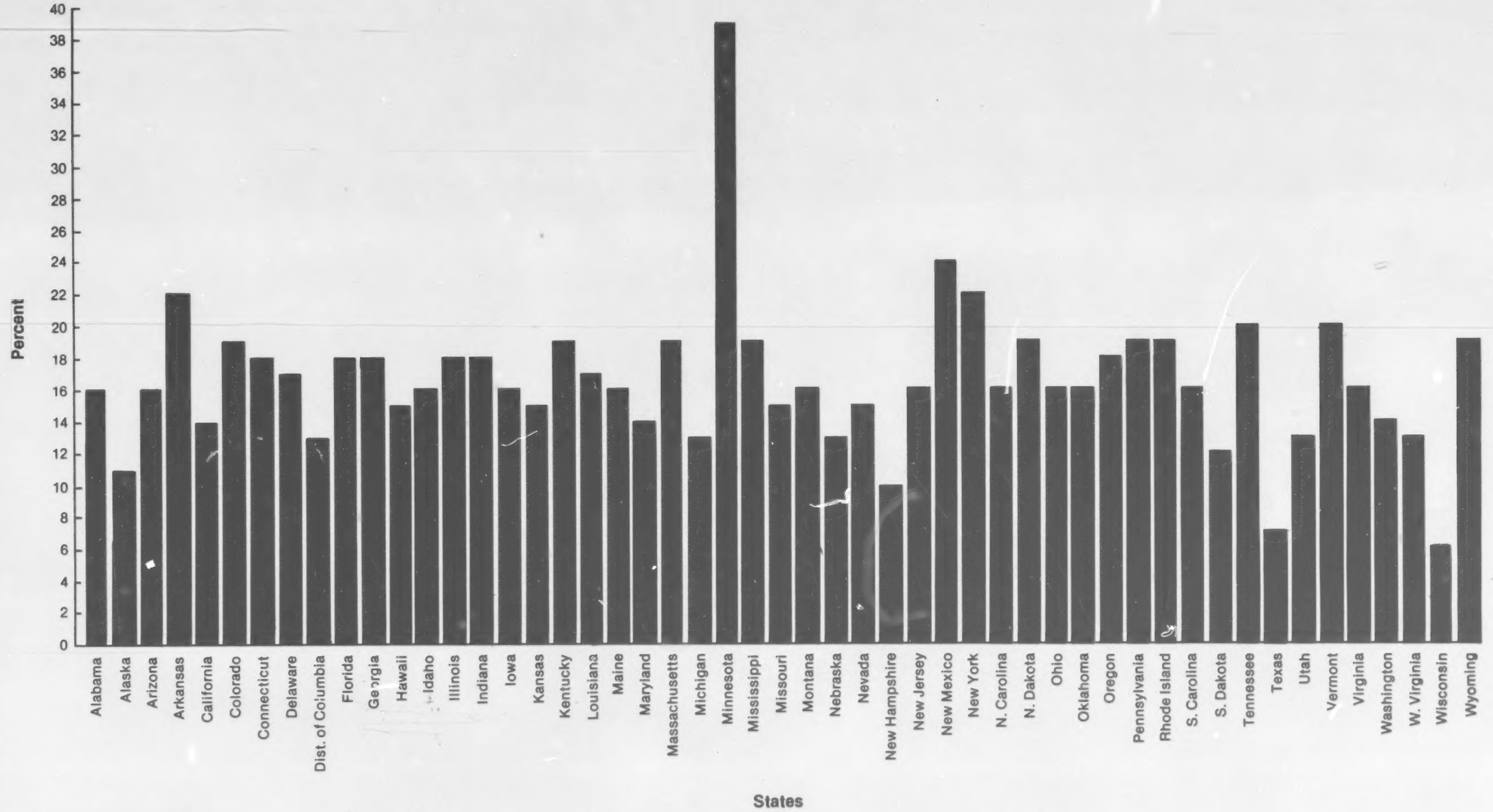

Figure 2.2

Percent of Federal Funds (Part B)
Expended for Disadvantaged

This does not necessarily mean that the thirteen states whose expenditures for the disadvantaged were less than 15 percent of total Part B expenditures were not in conformity with the law. The law states that 15 percent of Part B appropriations must be expended for the disadvantaged. Expenditures data include both appropriations and carryover funds from the previous fiscal year. It is an indication, however, that some states may not be allocating the required 15 percent for vocational programming for the disadvantaged.

Figure 2.3 shows the average cost per disadvantaged student in fiscal year 1975, based on each state's total expenditures for disadvantaged programming and total disadvantaged enrollment. These costs ranged from $14 per student in the District of Columbia and Hew Hampshire to $876 per student in Maryland. This wide range raised the question as to what the states included in the "total expenditures for the handicapped" category. For example, did the states report only those funds that represented expenditures over and above the basic expenditures made for all students, or did they report all expenditures made for disadvantaged students? It may be that varying interpretations of what was asked for in these categories were in part responsible for the wide range of per-enrollee costs.

Figure 2.4 compares the percentages of total enrollments that were disadvantaged with the percentages of all vocational education funds expended for the handicapped in fiscal year 1975. This comparison tells an extremely strange story. One would expect that the cost for educating disadvantaged students would be higher than the costs for educating nondisadvantaged students. It would seem, therefore, that the "funds bar" in the figure would be in all cases higher than the "enrollment bar." When a similar comparison was made which related to expenditures and enrollments

Cost per Disadvantaged Student (Secondary and Post-Secondary — All Programs)

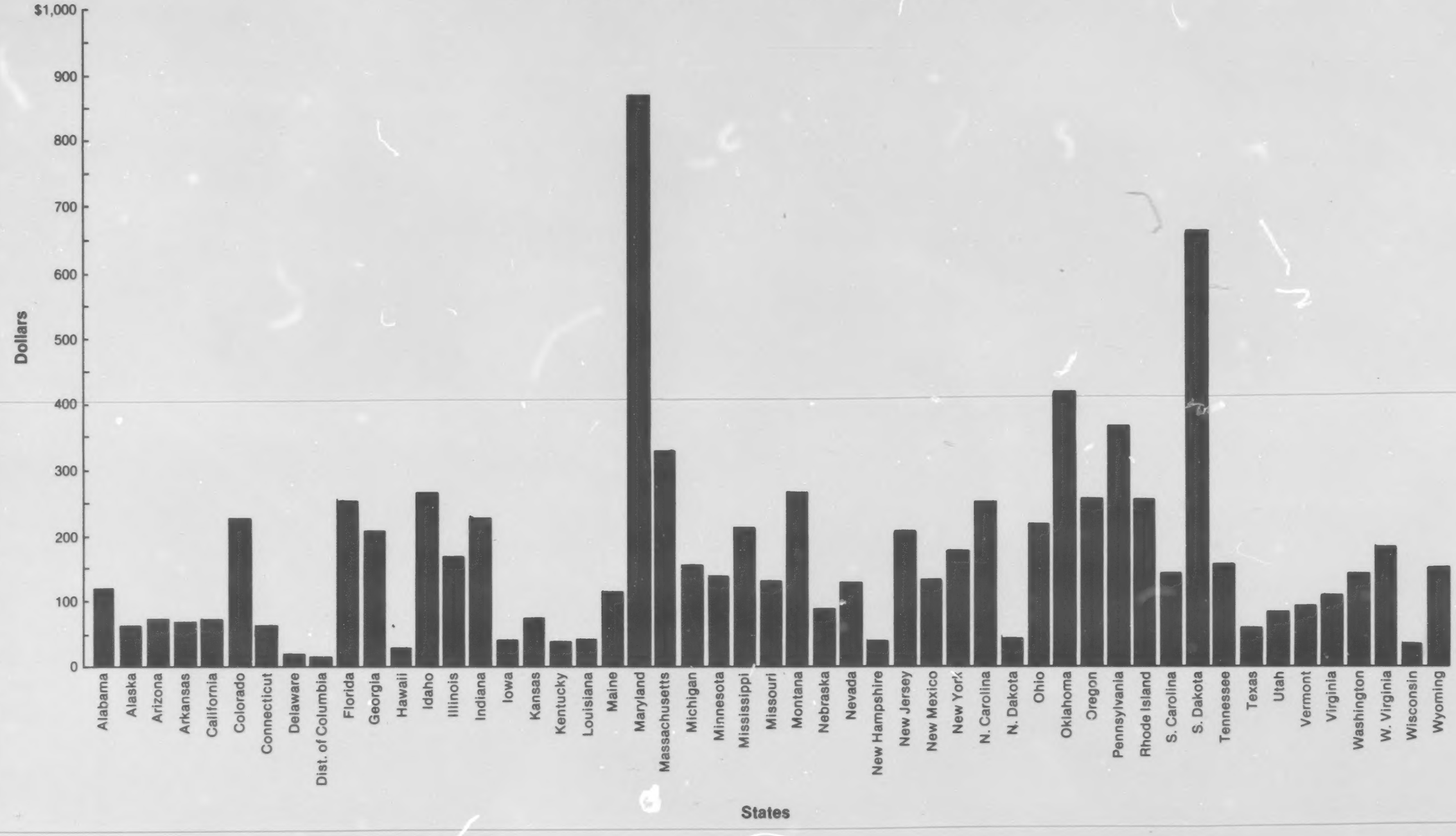

Figure 2.3

Cost Per Disadvantaged Student
(Secondary and Post-Secondary - All Programs)

Comparison of Percentage of Total Vocational Education Funds Expended for Disadvantaged with the Percent of Total Vocational Education Enrollment That is Disadvantaged (1975)

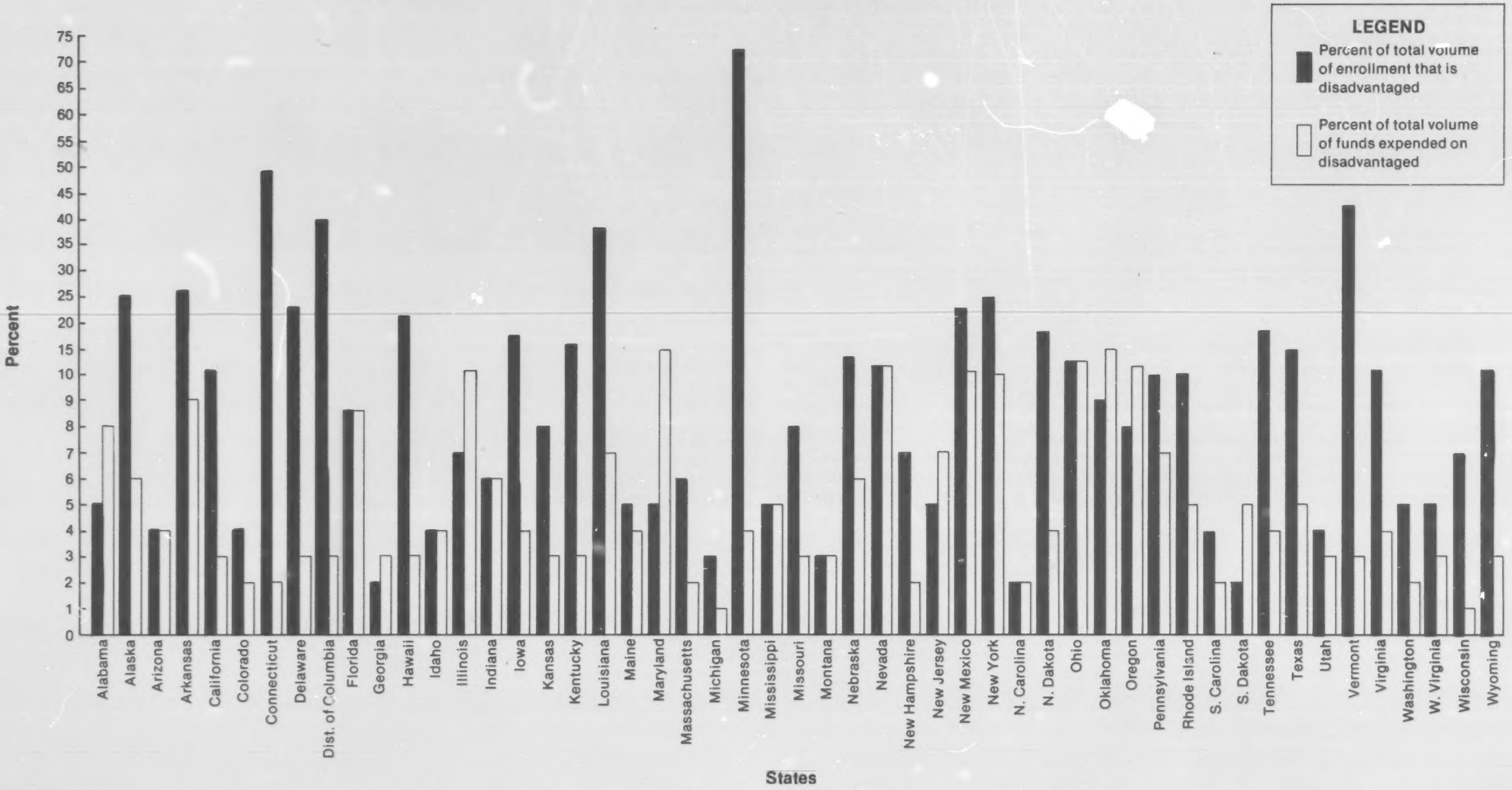

Figure 2.4

Comparison of Percentage of Total Vocational Education Funds
Expended for Disadvantaged with the Percent of
Total Vocational Education Enrollment That Is Disadvantaged 1975

of handicapped students, this proved to be true, indicating that the reported costs for educating handicapped students were higher than those for educating nonhandicapped students.[9] The figure, however, shows the opposite in some states. In all but seven states, enrollments of disadvantaged students are higher than expenditures, indicating that the costs for educating disadvantaged students were lower than the costs for educating nondisadvantaged students, or that the states did not (or could not) report allocated supplemental funds (in addition to Part B set-aside funds) for the education of disadvantaged students, or that some of the funds used for educating disadvantaged students were not reported, especially if they were already being mainstreamed.

Figure 2.5 provides evidence to support the contention voiced by most administrators in the field that without the Part B set-aside funds there would be few vocational education opportunities for the disadvantaged. In most states, the differences between Part B set-aside expenditures and total state expenditures for the disadvantaged are not significant (New Jersey is the major exception).

While the national statistics provided some interesting general insights into programming for the disadvantaged, probably the most important conclusion that can be drawn is that they appear to contain anomalies that are difficult to explain. Why, for example, would Minnesota be spending nearly 40 percent of its Part B grant on programs for the disadvantaged and the District of Columbia -- a city with a large socioeconomically deprived population -- be spending only 13 percent? Why is the cost per disadvantaged student $876 in Maryland and only $14 in the District of

[9] Olympus Research Corporation, An Assessment of Vocational Education Programs for the Handicapped under Part B of the 1968 Amendments to the Vocational Education Act (Salt Lake City: Olympus Research Corporation, October 30, 1974), p. 27.

Comparison of Total Vocational Education Funds Expended for Disadvantaged (All Programs) with Vocational Education Funds Expended for Disadvantaged (Part B)

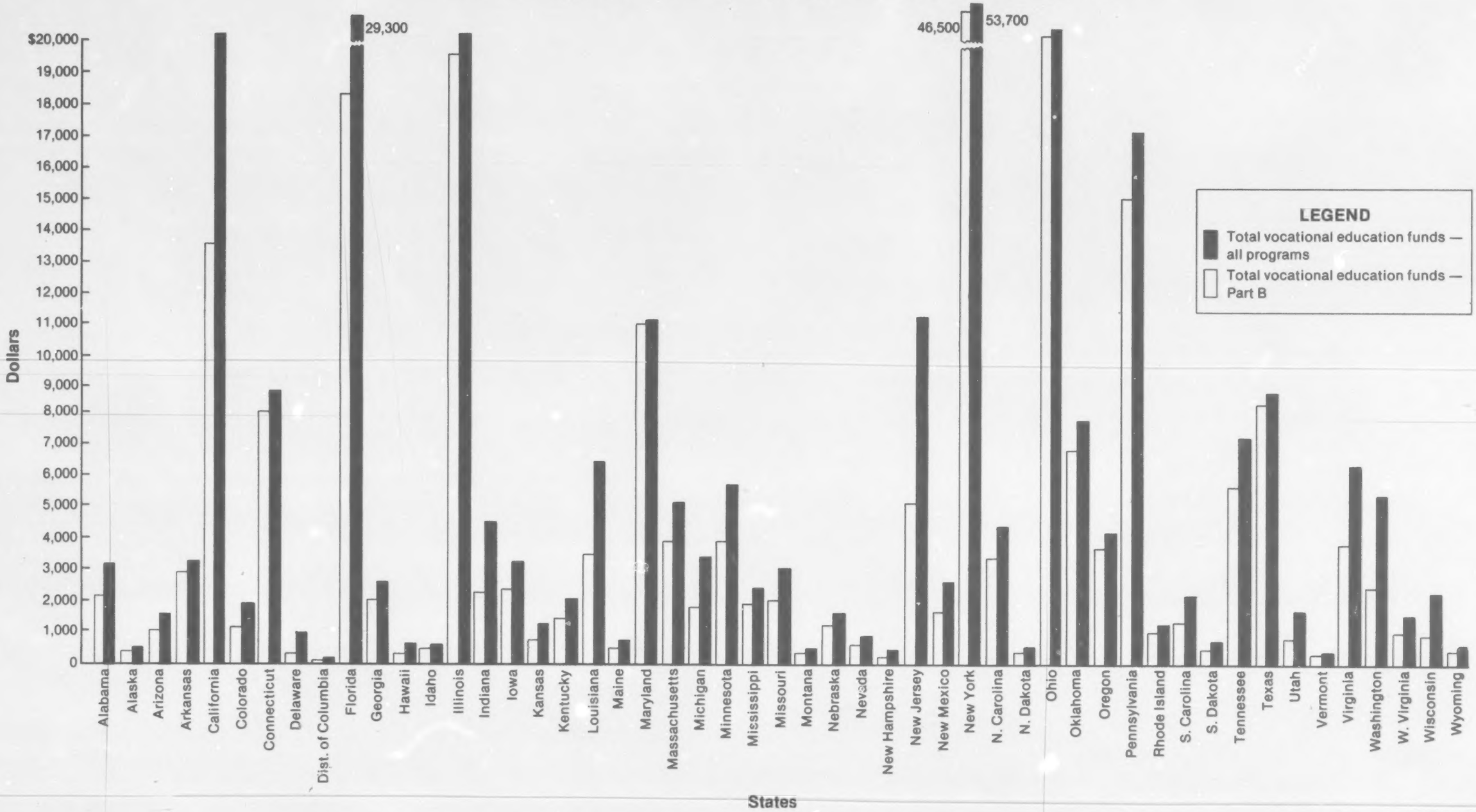

Figure 2.5

Comparison of Total Vocational Education Funds
Expended for Disadvantaged (All Programs)
With Vocational Education Funds Expended
For Disadvantaged Part B

Columbia and Hew Hampshire? Why does Figure 2.4 show the reverse of what would be expected? The probable reason for these anomalies is that the definitions of the term "disadvantaged student" varies so much between the states that it is impossible to make interstate comparisons.

Chapter III

THE PROGRAM

Chapter II summarized state and local policy and administration of the Part B set-aside and Section 102(b) program for the disadvantaged. Chapter III looks at actual projects funded for the disadvantaged in high school and post-secondary institutions. On-site assessments were made of 84 vocational education projects for the disadvantaged, funded either in total or in part by Part B set-aside and Section 102(b) funds. The 84 projects were located in 23 states and 77 local education jurisdictions; 62 of the projects were located in high schools and 22 in post-secondary institutions.

The purpose of the project-level assessment was to examine the various ways that school administrators identify disadvantaged individuals who quality for the program and the screening techniques, assessment techniques, counseling, instructional methods, and overall approaches to the provision of vocational education to the disadvantaged. In addition, the perceptions of local school officials and project administrators were obtained regarding local-state relationships, the establishment of priorities, the learning environment (facilities and equipment), work education programs, coordination with other agencies, personnel qualifications, monitoring and

evaluation techniques, and planning. Finally, outcomes data (when available), together with financial and enrollment data, were collected at the school level, and interviews were conducted with participating students and employers (as well as nonparticipating employers) in a subsample of ten states.

DEFINITION OF A PROJECT

Part B set-aside and Section 102(b) funds are allocated to state departments of education which in turn reallocate them to local education districts or directly to schools within school districts. Eventually, all such funds, except those that are used for administrative purposes at the federal, state, and local levels, are channeled into specific "projects" carried out by schools. A project is a Part B set-aside or Section 102(b) grant to a school or local education jurisdiction for the purpose of providing specific educational services to the disadvantaged. Block grants to local education jurisdictions for nonspecified services are not considered projects, although such grants eventually may be translated into projects at the local education jurisdiction level. Projects, designed to serve a stated number of disadvantaged students, have identifying "project numbers" and time periods generally equal to those of the school year; e.g., September 1974 to June 1975. Projects break down into the following categories.

(1) Regular: Disadvantaged students are placed in regular vocational education classes with nondisadvantaged students. Extra support is provided to students or to the instructors of such classes. Such support may take the form of the assignment of special personnel to regular classes in which disadvantaged students are enrolled, or the provision of special remedial education instruction, counseling, or other services to disadvantaged students enrolled in regular classes.

(2) Special: Disadvantaged students are placed in separate vocational education classes. These classes may be full time or part time. For example, some disadvantaged students may spend two hours a day in the "special" class and the remainder of their time in "regular" classes; others may spend all of their school hours in special classes.

(3) Combination: Disadvantaged students are placed in special classes for part of their time in a project and regular classes for the remainder. However, unlike part-time special classes (in which the students receive special services only when they are in the special class) in combination projects, the students receive supplemental services when they are in both the special and the regular components of projects. An example of a combination project would be one in which students spend from four to six weeks in a special assessment, orientation, or prevocational class, after which they are referred to one or more of the school's regular classes, including cooperative education and work-study courses. After the students have been placed in regular classes, they are nevertheless considered to be enrolled in the original "disadvantaged project." Thus separate student progress and fiscal records are kept. The fiscal records relate to supportive services provided to disadvantaged students while they are enrolled in the regular classes.

(4) Other: States may fund colleges, universities, local education agencies, or private organizations to provide training for personnel who work with disadvantaged students or to develop

curricula materials; or the funds may be used to provide such services in-house (by state and local education agencies or schools).

Only the first three types of projects were considered in selecting the project sample; personnel training and curriculum development projects were not included. Thus the sample of 84 projects consists solely of those which provided assessment, orientation, prevocational training, skills training, supportive services, or any combination of these directly to disadvantaged students.

ORGANIZATION OF CHAPTER III

The material that follows is a synthesis of information emanating from on-site visits to 84 projects in 23 states. In the section which follows, a statistical overview of the sample is provided, including an analysis of the problems experienced in obtaining evaluative information. Other sections include (in order): project administration, the instructional program, and project outcomes, including an analysis of costs and outcomes data, and an analysis of the student and employer interviews.

STATISTICAL OVERVIEW

The search for statistical data at the project level was not always successful, but more comprehensive and accurate data were available through schools than at either the state or community level. Nevertheless, researchers were forced to review enrollment and fiscal records, student rosters, and other informational sources in the attempt to collect and tabulate such data as the following:

(1) Enrollment by sex

(2) Enrollment by race and ethnic background

(3) Enrollment by occupational offering

(4) Fiscal information, including local contributions

(5) Outcomes information, including placement and follow-up information

The search was not always successful, partly because of time pressures and partly because all of the information sought was not available at any site. Management information systems were incomplete at every level from the state down to the local school, primarily because sufficient thought had not been given at any level to the kinds of information needed to effectively maintain control over programs. For example, although Office of Education guidelines (SURGF) contain a detailed classification system for disadvantaged students, in no state, community, or school was this classification system used. If students were behind in basic education skills and were assigned to remedial programs, no information was available on the effect (if any) that the remedial programs were having on improving basic educational skills. Often, such basic information as the characteristics of students enrolled in programs for the disadvantaged, their grades, and the occupational areas in which they were receiving training, was missing. Completion and follow-up information was not available for all high school projects and was virtually nonexistent for projects in community colleges. Some of the problems experienced in attempting to collect management and program information are summarized below.

Data Collection Problems

Problems varied in relation to their point of existence, ranging from state to local levels. These are discussed in the following sections.

State Level

The search for data began at the state level when the attempt was made to identify projects for the disadvantaged located in the sample communities. The following information was sought:

(1) Names of projects

(2) Characteristics of students enrolled

(3) Type of education (skills training, work education, or other)

(4) Number of students enrolled

(5) Fiscal information

(6) Outcomes data

In many instances, the names of projects, the schools in which they were located, and the names and telephone numbers of project directors were not available. All that was available at the state level was a computer notation that funds had been made available to "X Y Z" local education agency or community college district. In most states, information on characteristics of students enrolled in vocational education projects for the disadvantaged was not available; nor was there any indication of the number of students enrolled in specific projects. Often, information on work education programs was either not accurate or the states had no information on the types of programs that were initiated. In several instances, state information proved to be inaccurate. For example, according to state information, five of the post-secondary projects included in the sample were work education programs. It was discovered at the local level that only two of the five projects had work education components.

Complete fiscal information was not available for more than half the projects identified, and outcomes information was available for only a few high school programs and no post-secondary programs.

Local Level

The search for statistical data at the school level was more successful than at the state level, but even at the school level, data considered crucial to the assessment were not available for many projects. For example:

(1) Student characteristics information was not available for five secondary and five post-secondary projects

(2) Allocation of funds by line item was not available for sixteen secondary projects and five post-secondary projects

(3) Outcomes information, which was sought only at the secondary level, was not available for 21 out of the 62 secondary school projects

(4) Costs per enrollee and completer could be compiled for only 33 secondary school projects

(5) Occupational information was not available for five post-secondary projects

Comments

It is clear that accuracy and completeness of national and state data relating to the Part B set-aside and Section 102(b) program for the disadvantaged must originate at the local level. There are many problems related to accuracy and completeness of information, and they do not lend themselves to easy solution. The diverse methods for funding projects, the lack of use of common definitions for key terms (especially the definition of disadvantaged student), and most important of all, the apparent lack of response and lack of resources at all levels to meet the need for monitoring and evaluation combined to create a management information system that is at best incomplete and at worst nonexistent. It will take action at the federal level to improve the overall system, but it is doubtful that such action will be fruitful

unless state and local administrators are consulted before improvements are instituted. The goal should be to aid local administrators in generating the kinds of information they need to maintain control over their programs. If the requirements of local administrators are satisfied, and if local administrators understand the need for collecting complete and accurate data on their programs, it follows that state and national requirements will also be met.

Overview

The statistical presentation contained in this section addresses itself to several key issues regarding programming for the disadvantaged, including the extent to which disadvantaged students are placed in classes with regular students ("mainstreaming") and the extent to which work education programs are made available to disadvantaged students. An analysis is also made of the characteristics of disadvantaged students (sex, racial and ethnic background, age, and grade). Data pertaining to allocation of resources are contained in the project administration section, occupational offerings in the instructional section, and project costs and outcomes in the outcomes section.

Mainstreaming

"Mainstreaming" is the term used to describe the integration of disadvantaged students in regular vocational education classes. Table 3-1 provides information on the extent to which students enrolled in the Part B set-aside and Section 102(b) programs for the disadvantaged where placed in "regular" rather than "special" classes. It is interesting to note that not one project was found that could be described as a "combination" project, that is, that students were enrolled part time in special classes and part

TABLE 3-1

Enrollment in Project Sample by Type of Class

Type of Class	Secondary Level			Post-secondary Level		
	Number of Projects	Enrollment	Percent of Total	Number of Projects	Enrollment	Percent of Total
Total	62	3,429	100	22	4,779	100
Special	23	1,109	32	9	1,648	34
Regular	39	2,320	68	13	3,131	66
Combination	0	0	0	0	0	0

time in regular classes, and that supplemental support was provided for students -- with Part B set aside of Section 102(b) funds -- while they were enrolled in both components. However, there were numerous instances where students spent part of their time in special classes, funded out of disadvantaged funds, and part of their time in regular classes, which were not supported with Part B set-aside or Section 102(b) funds. This occurred most frequently with respect to special remedial education programs for students enrolled in regular occupational training or other classes. A 1974 study of vocational education programs for the handicapped reported that combination classes were quite common for handicapped students[10]; apparently, however, they are not considered appropriate for disadvantaged students.

It was mentioned in chapter I that half of the community level administrators interviewed favored regular classes. Table 3-1 shows that 68 percent of the secondary enrollment and 66 percent of the post-secondary enrollment were in regular classes. The handicapped study mentioned above revealed that,

[10]Olympus Research Corporation, An Assessment of Vocational Education Programs.

on the whole, the opposite was true for handicapped students -- two-thirds of the handicapped enrollment was in special classes. Thus it appears that mainstreaming is considered more appropriate for disadvantaged students than it is for handicapped students.

Enrollment by Sex, Race, Age, and Grade

Table 3-2 shows known enrollment by sex, racial and ethnic background, age, and grade for high school students, and Table 3-3 provides the same figures for post-secondary students. Of the known enrollment in high school projects, 38 percent were members of minority groups (mainly black -- 32 percent), 39 percent were white, and 23 percent were unknown. If the ratio of the unknown enrollment is the same as that of the known enrollment, minorities would constitute nearly half (46 percent) of the enrollment in the subsample of secondary projects. Accurate figures on the percentage of minority enrollment in all vocational education programs are difficult to obtain, but most estimates put it no higher than 25 percent. Thus, as would be expected, the percentage of minorities enrolled in vocational education programs for the disadvantaged is much higher than that of minorities enrolled in all vocational education programs.

Women comprise a slightly higher percentage of the total high school enrollment than men, and most students appear to be between sixteen and seventeen years of age, although the age was unknown for 62 percent of the enrollment. Most of the students (39 percent of the known enrollment) were in the tenth and eleventh grades but, here again, the grade level was unknown for more than one out of three of the enrolled students.

The major conclusion to be drawn from Table 3-3 is that information about student characteristics is woefully lacking at the post-secondary level. Thirty-four percent of the enrollment by sex, 51 percent by racial and ethnic

TABLE 3-2

Characteristics of Students Enrolled in Subsample of Secondary-level Projects

Characteristics	Enrollment	Percent of Total Enrollment
Total enrollment	3,491	100%
Sex:		
Male	1,612	46
Female	1,726	49
Unknown	153	5
Racial and ethnic:		
Black	1,132	32
Hispanic	170	5
Other minorities	9	1
White	1,369	39
Unknown	811	23
Age:		
14 to 15	299	8
16 to 17	849	24
18 to 19	185	5
20 to 21	3	--
Unknown	2,155	63
Grade:		
9th	245	7
10th	295	8
11th	745	21
12th	644	18
13th or more	2	--
Ungraded	293	8
Unknown	1,267	36

TABLE 3-3

Characteristics of Students Enrolled in Subsample of Post-secondary Level Projects

Characteristics	Enrollment	Percent of Total Enrollment
Total enrollment	4,779	100%
Sex:		
Male	1,796	38
Female	1,374	29
Unknown	1,609	34
Racial and ethnic:		
Black	606	13
Hispanic	338	7
White	1,292	27
Other minorities	94	2
Unknown	2,449	51
Age:		
16 to 17	50	1
18 to 19	209	4
20 to 21	221	5
22 or more	1,481	31
Unknown	2,818	59
Grade:		
13th or more	3,330	70
Ungraded	1,174	24
Unknown	275	6

background, and 59 percent by age were unknown. The figures do appear to indicate, however, that more males and fewer minorities are enrolled in post-secondary programs and that the students are considerably older (75 percent of those whose age was known were age 22 or older).

Enrollment by Type of Education

The extent to which disadvantaged students are enrolled in work education projects is reflected in Table 3-4. Of the 62 secondary-level projects, 29 (or 47 percent) had work education components. These projects accounted for 49 percent of the total enrollment in the 62 projects. Because of the small size of the post-secondary subsample, the figures must be reviewed with caution. They are certainly not representative of all vocational education projects for the disadvantaged located in post-secondary schools. Only two of the post-secondary projects, accounting for 4 percent of the total enrollment, had work education components.

Summary

The major conclusion that can be drawn from the statistical overview is that major information necessary for program assessment is scarce at the project level. The information obtained had to be processed from files and other records by researchers on-site; seldom was it being processed by project administrators for management purposes. This deficiency at the project level accounts to a great extent for the lack of management and evaluative information available at the community and state levels, and brings into question the accuracy of information forwarded to the U.S. Office of Education by the states.

The information obtained indicates that the majority of disadvantaged students was enrolled in regular classes and that nearly half of the high

TABLE 3-4

Known Enrollment in Project Sample by Type of Education

Type of Education	Secondary Level			Post-secondary Level		
	Number of Projects	Enrollment[a]	Percent of Enrollment	Number of Projects	Enrollment	Percent of Enrollment
Total	62	3,491	100	22	4,779	100
Work Education	29	1,700	49	2	199	04
Nonwork Education	33	1,791	51	20	4,580	96

[a]Enrollment data missing for four nonwork education projects.

school students were enrolled in work education projects. One of the assumptions of this research project was that it would be difficult to mount work education projects for disadvantaged students. As will be discussed in the instructional section, however, work experience projects (a type of work education program) often appear to be the most convenient programs to initiate for disadvantaged students. The lack of facilities and equipment and perhaps an unspoken belief on the part of instructors and other personnel that disadvantaged students are less likely to succeed in laboratory-based skills training programs may account for the prevalence of work education programs at the high school level. This raises the following questions: Are the work education programs initiated of high quality? Are disadvantaged students receiving training on the job? Is the classroom instruction related to the work performed on the job? These questions will be discussed in the instructional section, but it should come as no surprise that the answers are negative in too many instances.

The data also indicate that minorities compose almost half of the enrollment in secondary-level Part B set-aside and Section 102(b) projects for the disadvantaged.

PROJECTS ADMINISTRATION

The amount of Part B set-aside and Section 102(b) funds allocated to individual projects constituted a miniscule proportion of all funds administered by local education jurisdictions and schools. Perhaps for this reason it was relatively easy for the administrative costs of the program to be absorbed at the local level. Certainly, as Tables 3-5 and 3-6 indicate, the vast majority of Part B set-aside and Section 102(b) funds, expended in school year 1974-75, were spent for direct services to the disadvantaged.

This section contains an analysis of the allocation of Part B set-aside and Section 102(b) funds for the disadvantaged, by cost category, and an exploration of the administrative techniques employed by school personnel in conducting programs for the disadvantaged. It should be kept in mind that the preceding section discussed problems associated with management information systems, which is an administrative function. It was treated separately because the issues it raised appeared to warrant special attention.

Allocation of Funds

Data regarding the allocation of funds, by cost category, were collected for school year 1974-75. Table 3-5 shows the allocation of funds for high school projects, and Table 3-6 for post-secondary projects. Allocation of funds data were not available for sixteen secondary-level projects (or 26 percent of the subsample), and for four post-secondary-level projects.

Table 3-5 reveals that of the known 1974-75 expenditures at the secondary level, 81 percent were spent for contact staff, equipment,

TABLE 3-5

Allocation of Funds by Line Item Category
(46 Secondary-Level Projects)

Category	Combined[a]	Percent	Federal	Percent of Total	Percent of Federal
Total	$1,192,756	100	$865,055	72	100
Contact staff	885,550	74	641,333	54	74
Noncontact staff	56,669	5	53,520	4	6
Facilities	116,800	10	87,992	7	10
Equipment	13,377	1	1,260	--	--
Materials and supplies	50,418	4	29,532	2	3
Travel	20,100	2	17,410	2	2
Other	46,122	4	34,008	3	4

[a]In addition to federal funds, this includes $94,591 in state funds (8 percent) and $223,110 in local funds (20 percent). Eighty-one percent of state funds and 71 percent of local funds were spent for contact staff.

TABLE 3-6

Allocation of Funds by Line Item Category
(18 Post-Secondary Projects)

Category	Combined[a]	Percent	Federal	Percent of Total	Percent of Federal
Total	$1,268,621	100	$709,749	56	100
Contact staff	811,415	64	473,356	37	67
Noncontact staff	214,524	17	115,605	9	16
Facilities	8,065	1	7,485	1	1
Equipment	41,858	3	29,728	2	4
Materials and supplies	82,525	6	64,745	5	9
Travel	12,380	1	11,630	1	2
Other	97,854	8	7,200	1	1

[a]Includes $530,923 in state and local funds (42 percent) and $27,949 in CETA funds (2 percent). Sixty-one percent of the state and local funds and 58 percent of the CETA funds were spent for contact staff.

materials and supplies, and student and teacher travel. Most of the funds in the "other" category were for "indirect costs." Thus it can be concluded that only 19 percent of all known funds allocated for the program during school year 1974-75 were spent for cost categories other than those listed under direct services to disadvantaged students. Federal funds accounted for 72 percent of all funds allocated for the projects, indicating that no effort is made at the state or local levels to match funds for the disadvantaged, and that if federal funds were discontinued, most vocational education funds for the disadvantaged would also disappear. Of the federal funds, 79 percent were used to provide direct services to disadvantaged students.

Table 3-6 reveals that administrative costs were slightly higher for post-secondary projects (26 percent of the total as opposed to 19 percent at the secondary level), and that federal funds constituted a smaller percentage of the total funds (56 percent as compared to 72 percent at the secondary level). A lower percentage of federal funds were used to finance contact staff at the post-secondary level (67 percent as compared to 74 percent at the secondary level), and a far higher percentage was used to finance non-contact staff (17 percent as compared to only five percent at the secondary level).

The most significant finding of this analysis, however, is that the majority of federal, state, and local funds allocated for the Part B set-aside and Section 102(b) program for the disadvantaged was expended for direct services to students. Funds expended for noncontact staff, facilities, and other administrative costs were relatively low.

Organization

Personnel in charge of projects at the high school level were variously known as project directors, instructors, coordinators, counselors, and so forth, and all reported either to school principals or program supervisors who reported to principals. Half of the "project directors" reported that they spent 100 percent of their time working with the disadvantaged students enrolled in their projects; the remainder listed such other duties as administration of all vocational education programs, other teaching responsibilities, administration of all special education programs, other counseling responsibilities, other supervisory responsibilities, and career center directors.

At the post-secondary level, personnel responsible for the supervision of projects for the disadvantaged were generally located in the administrative hierarchy of the local education agency or community college district, e.g., directors of continuing education, assistant deans for academic affairs, deans of instruction, or skills center directors. The instructors, virtually all of whom had other teaching responsibilities, reported to these officials.

For all practical purposes, however, Part B set-aside and Section 102(b) programs for the disadvantaged were under the direction of the instructors or coordinators of the programs and, for the purposes of this report, they are defined as "project directors." Whether other school personnel, such as counselors or academic instructors, were called on to participate in programs depended to a great extent on whether the instructors and coordinators attempted to obtain their participation. However, several overall state programs, such as the CVAE programs of Georgia and Texas, were designed to bring all the academic and vocational resources of secondary schools to bear on the education of disadvantaged students. Nevertheless, whether this

actually occurred, depended in large part on the initiative and organizing abilities of the instructors of CVAE classes.

Identification of Students

Because of the emphasis placed by the 1968 act on individual assessment, the attempt was made to identify specific assessment methods and criteria used for diagnosing students as "disadvantaged." Presumably, programs were designed to alleviate conditions which cause disadvantaged students to fail in regular vocational education classes. In fact, however, the assessment and diagnosis processes were extremely informal, and the one educational "treatment" that applied to all types of projects was "individual attention." Perhaps this was all that was needed; as is pointed out in the outcomes section, student opinion on the programs was overwhelmingly favorable, indicating that students enrolled in the projects were receiving more individual attention than they had ever received previously in school.

At the high school level, the most frequent source of referrals were counseling departments. Other referral sources, listed in order of frequency were: student self-referrals, other academic or vocational teachers, parents, recommendations by other students, principals, special education teachers, homeroom teachers, and outside agencies. At the post-secondary level, self-referral was the major source of student enrollment. Other referral sources less frequently mentioned were: social agencies, counseling departments, and academic and vocational education teachers.

The most frequently mentioned type of information received by high school teachers with referrals was academic records. In addition, in some instances behavioral information, attendance records, and income information (frequently) were received. The project directors of 21 high school projects

reported that they also received the results of aptitude tests. Ten high school directors and virtually all post-secondary-level directors and instructors said that no information was received with referrals.

Twenty-four of the high school directors and all of the directors of post-secondary projects reported that there were no eligibility criteria for enrollment in the projects. Eligibility criteria mentioned by the 38 high school directors who reported that such criteria did exist included: academically deficient, potential or actual dropout, poor attendance, sixteen years of age (for work education projects), low income, free lunch recipient, lives in Title I area, and poor behavior. However, the major formal criterion mentioned was that students had to be one or more grades (generally two or more) behind other students of the same age.

Comments

As was stated in the introduction, one of the assumptions upon which the 1968 act was based is that assessment techniques exist or can be developed whereby the conditions which result in school failure can be discovered. The project-level assessment indicates that such techniques do not exist and have not been developed. It may be that the causes of school failure are obvious, that sophisticated assessment techniques are unnecessary, and that increased individual attention is all that educationally disadvantaged students need to improve their school performance; or it may be that individualized assessment and programming is not financially practical. Whatever the reason or reasons, the evidence indicates that the identification, assessment and referral of disadvantaged students into programs designed to meet their special needs is at the present time a very informal process.

Counseling and Supportive Services

The majority of project directors interviewed at both the secondary and post-secondary levels (59 percent) rated the counseling received by students "adequate." However, in doing so, they were often rating themselves. Most instructors and coordinators (project directors) claimed that they were the chief sources of counseling for their students. Thirty-four percent of the respondents rated counseling "inadequate." It was clear that where ratings of "inadequate" were given, the respondents were referring to regular school counseling departments. This is often the case in assessments of special education programs. Teachers of students with special needs often claim that they are not given adequate support by other school departments. One instructor summed it up this way: "Counselors are always looking for referral sources. Once they make a referral, they feel that their job is finished, and it's up to the referral agency or program to deal with the student. But, then, they have heavy case loads."

Two out of three of the project-level respondents reported no agreements (formal or informal) with outside agencies or other school departments to provide supportive services for their students. The remainder mentioned agencies to which they sometimes refer students, but no formal agreements. As was mentioned previously, one of the purposes of the project-level assessment was to interview representatives of agencies which have formal agreements with schools to provide supportive services for disadvantaged students. No such agreements were identified.

Evaluation and Follow-Up

There were no special efforts made by states, local education jurisdictions, or schools to evaluate programs for the disadvantaged. The programs

were included in periodic evaluations of all vocational education programs by state and community agencies, and in some instances project directors were required to perform self-evaluations, using guidelines provided by the local education jurisdictions.

Half of the high school projects occurred in states and local education agencies where project directors were required to perform one-year follow-up surveys of students who completed the programs. These surveys were carried out by mail and telephone, and generally yielded good information.

Considering the lack of program information available at the school level, it is not surprising that reporting requirements imposed on project directors by principals, deans, community and state administrators were minimal. Usually the only reports required by the states were fiscal in nature.

Communication with Parents

Parent involvement in most of the projects were extremely limited. Parents did not seek out project staff for conferences, nor did staff encourage parents to become involved in the operation of projects. Of course, parents received whatever report cards the schools issued and were sometimes called to the schools for conferences, but such procedures were normal for all students -- disadvantaged and nondisadvantaged. Parents of students enrolled in work education programs were required to sign release forms, which provided parental approval for students to be placed on jobs, but beyond this, there was little parental participation. It is perhaps characteristic of the times that one project director responded as follows to a question regarding parental participation: "Parents? The only time you ever see parents is when they are suing somebody!"

Staff Training

In all projects included in the sample, staff training was accomplished informally. Rarely was a class established to train staff for specific projects. Staff were required to meet state certification requirements, and sometimes attend state sponsored and privately sponsored workshops on special education. Generally speaking, however, there was little emphasis on special training for staff who work with disadvantaged students.

School and Community Education Agency Relationships

Virtually all respondents said that relationships between local education agencies and community college districts were "adequate" to "excellent." Several project directors dealt directly with state program officers and expressed satisfaction with this arrangement. The fact is that once projects were funded, responsibility for the projects was turned over to the schools. Unless problems developed, state and community personnel seldom interfered with the administration of projects by schools. Thus what adequate to excellent relationships often meant was: "They leave us alone."

Effect of the Amendments

Most of the high school projects (75 percent) and all of the post-secondary projects did not exist prior to the 1968 amendments. Over half of the nineteen respondents who claimed that the projects they administered did exist prior to 1968 said that in the pre-amendments era students were not identified as disadvantaged; the remainder said that the major result of the amendments was expansion of ongoing programs. This is further indication that programs for the disadvantaged rarely would have existed if it had not been for the passage of the 1968 amendments.

Comments

The fact that half the project directors interviewed did not believe that all of the students enrolled in Part B set-aside and Section 102(b) programs for the disadvantaged were disadvantaged raises important questions about the administration of the entire program. With respect to the administration of projects at the school level, the lack of criteria for identifying disadvantaged students, and the lack of adequate assessment procedures for determining the conditions which cause school failure, may have been the chief contributing factor to this anomaly. If there is no definition of disadvantaged, no criteria through which disadvantaged individuals can be identified, and no assessment procedures through which it can be determined whether students meet established criteria, the term "disadvantaged" becomes meaningless. Part of the problem may be due to a reluctance on the part of counselors and other school personnel to "label" students, but regardless of the cause, unless a target population is in some way identified, the program itself has no direction -- a program without objectives.

The above does not mean to imply that the projects were not enrolling students who were in some way educationally disadvantaged -- they were. Nor does it mean to imply that the projects were not providing useful services to disadvantaged students -- for the most part, they were. What it does mean is that the program as a whole lacks definition, is vague, and all but impossible to evaluate.

THE INSTRUCTIONAL PROGRAM

If one were to judge solely from the attitudes expressed by the students interviewed in connection with this study (summarized in the outcomes section of this chapter), the Part B set-aside and Section 102(b) program for

the disadvantaged would be rated an overwhelming success. The students rated all aspects of their programs far higher than a sample of nondisadvantaged students enrolled in cooperative education programs[11] and as high as a sample of handicapped students enrolled in vocational education programs mandated under the handicapped set-aside of the 1968 amendments[12]. It should be borne in mind, however, that the attitudes of the students interviewed may have been biased by the fact that they were enrolled in programs designed to give them more attention than they had ever received previously in their school careers.

The above comment is not meant to downgrade the student interview findings, but to put them in perspective. If one can judge from the 84 projects included in the project sample, there are wide variations in both the type and quality of projects funded throughout the country under the disadvantaged provisions of the 1968 amendments. The goals of the programs include at least the following: dropout prevention, employability training, skills training, work education, remedial education, and preparation for general equivalency diplomas (GEDs). The clientele range from students with severe behavior problems to apparently well-adjusted students who are deficient in reading or math. The teaching techniques vary from rudimentary to highly sophisticated, and the facilities and equipment vary from crowded and outmoded to spacious and up to date. Projects are regular and special, and they are operating in depressed rural areas and in urban and suburban areas with varying unemployment rates and industrial mixes.

Indeed the variations encountered in the field were so great that it was impossible to synthesize the 84 projects into categories of vocational

[11] Olympus Research Centers, An Assessment of School-Supervised Work Education Programs, Part II; Urban Cooperative Work Education Programs and Follow-Up Study (San Francisco: Olympus Research Centers, March 1976).

[12] Olympus Research Centers, An Assessment of Vocational Education Programs for the Handicapped Under Part B of the 1968 Amendments to the Vocational Education Act (San Francisco: Olympus Research Centers, October, 1974).

programming for the disadvantaged; and in some ways, the overall program defied analysis -- statistical or otherwise.

The project descriptions presented below, taken directly from notes made by researchers on-site, are meant to communicate the complexity of the overall program, the effect of various environments and clienteles on project content, and the day-to-day unfolding of programs as seen from the point of view of instructors and administrators. The descriptions are followed by discussions of (1) types of programs (including occupational offerings), (2) curriculum and teaching methods, (3) facilities and equipment, and (4) work education programs.

Project Descriptions

The researchers' notes, upon which the projects described below are based, were edited to eliminate certain subjective opinions, but otherwise were left intact. However, the names of teachers and students (where they were mentioned) were changed for reasons of privacy.

Automobile Mechanics

There were 25 students -- all Mexican American -- in the class. The Part B set-aside money was used to pay the salary of a Spanish-speaking paraprofessional who never used his Spanish. "None of these kids speak Spanish," he said, "they shun it like the plague. Even my own kids won't speak Spanish in the home. I'd like them to learn the language, but they won't have anything to do with it." He went on to explain that he is an experienced mechanic, and a Mexican-American. "I can help Joe (the instructor) understand these kids. Sometimes Anglos have a tough time figuring out Chicanos. I can help in that direction and I also know my engines."

The instructor explained that all of his students were so deficient in reading that they couldn't understand the maintenance manuals. He therefore used audio-visual equipment (not paid for out of Part B set-aside funds) to teach students how to strip, assemble and maintain carburetors, distributors, and other engine parts. "Disadvantaged" in this class meant "poor reading skills." The educational treatment: audio-visual instructional materials and a decreased student-staff ratio.

Students enter the class in their junior year. If they progress well enough, they can enroll in "advanced automobile mechanics" in their senior year. However, half of the class were repeating seniors, and they complained about it. "I'm just repeating everything I learned last year," one said, and added, "I wanted to get into the advanced class but they wouldn't let me." Another said, "All this class teaches you is how to do tuneups, balance wheels, and stuff like that, and I learned all that last year."

The instructor explained that the students were taught English in their regular academic classes. When asked if maintenance manuals were used as texts in the English classes, he said he didn't know, but doubted that they were.

The shop was well equipped and well maintained. Students could proceed at their own pace in completing an established set of performance objectives. The employment of a paraprofessional made it possible for the students to receive more individual attention than they would have received in a regular class.

World-of-Work and Remedial Education in a Large Eastern City

The school -- well past its prime, poorly lit, and needing a good paint job -- was located in the most rundown part of the city. The room in which the class was conducted was dingy and cramped. All of the students, both male and female in about equal numbers, were black.

In spite of its facilities, the class was extremely well organized. Several groups of students were involved in activities ranging from quiet study to discussions of slide presentations. The students appeared to know what was expected of them and were pursuing their tasks with dedication. The teacher, an enthusiastic woman in her early thirties, whose salary was paid for out of Part B funds, said that the students had to meet the following criteria for successful completion: the ability to talk to people without embarrassment, to fill out a job application form, to read at the sixth grade level, and to know something about how to find a job. "If they can't meet these criteria at the end of the term, I keep them for another year -- sometimes longer, but eventually, of course, they have to be turned loose. There are a few every year who can't make it, but then, well, some of them have been pretty badly damaged, you know."

The teacher designed the curriculum herself. The students are divided into groups at the beginning of the year and each group is assigned a set of tasks. The groups then rotate from one set of tasks to another until all students have been exposed to the entire curriculum. Basic reading, however, is taught for two hours each day to the entire class.

When asked if she considered her class a vocational program, she replied that her students could never make it in a regular vocational

'education program. "The best we can do for them is to teach them something about the post-school world and how to find a job."

Skills Training in a Suburb

The project was located in a new school on a campus-like setting. A tour of the vocational facilities revealed that the shops and classrooms were spacious, well lighted, and that the equipment was up to date. The business and office occupations class was equipped with virtually every known type of machine used in modern offices. Performance objectives were posted on a bulletin board along with the names of students. Marks indicating the number of objectives and sub-objectives completed by the students were noted alongside each name.

Twenty-four students (three men) were enrolled in the course. Most were white, all well dressed and well behaved. The teacher was energetic and dedicated, and took pride in documenting the success of her class. Only one of the completers of last year's class (who still was in the labor market) had failed to find a training-related position. She kept meticulous records of her students' progress in the class and of their success in finding jobs after they left the program. All the students were seniors, a course requirement.

When asked how her class differed from others of the same nature, she exhibited surprise. "Well," she said, "you can see that we are excellently equipped and we try to give as much individualized attention to students as is possible." She was then asked why her students were identified as disadvantaged. "But, they're not," she said. "We don't label -- it creates more paperwork, surveys, and to what benefit?"

Work Education in the Southwest

The fence bordering the United States and Mexico ran along the campus of this school. It was a new school, beautifully maintained, bright, with spacious classrooms, but few vocational facilities. Students enrolled in the project spent their mornings in school and their afternoons on the job. According to the project director, her students were likely school dropouts, and it appeared that the purpose of the project was to place them on jobs before they actually did drop out. Apparently, the students were behind in their classwork and were not well-motivated toward school. All were Mexican-Americans.

The classroom portion of the project was world-of-work instruction -- how to dress for a job interview, how to conduct oneself at an interview, how to fill out application forms, how to look for jobs, and so forth. The jobs to which students were assigned were low-skilled and low-paid, e.g., kitchen helper, busboy, materials handler, worker in a dry cleaning establishment. The project director expressed the hope that if her students dropped out of school, they would remain with the same employers for whom they had worked while in school.

The students of course were enrolled in other academic classes as well as the work education project, but it appeared that the school was merely conducting a holding operation for these students. They were expected to drop out. The purpose of the project was to get them started in the world of work before they actually did drop out.

Remedial Education in the Midwest

The trailers in the rear of the main buildings of this community college were small, and once inside, one had to walk carefully to avoid colliding with equipment, displays, chairs, and students. The trailers

contained up-to-date audio-visual and other types of equipment, but there were no partitions, and students came and went at will. This was the college's remedial education lab; the instructor in charge was paid out of Part B set-aside funds.

The students who used the lab were enrolled in both vocational and academic programs. The instructor, who was the lab's only full-time staff member, was not sure what effect the remedial program was having on student progress. Many of the students in the college tested below grade level in reading and math, but only those with the most severe problems enrolled in the remedial program -- purely on a voluntary basis. "These kids need a lot of help," the instructor said, "It was better last year when we had a math teacher, but this year the funds were cut, so she was laid off. We didn't find out about the cut until August, and school started in September."

Farming in a Western State

The purpose of this unique project was to assist the children of farm workers to learn the farming and business skills necessary to either create and administer cooperatives or to run their own farms. The community college in which the project was located served one of the richest agricultural areas in the West. The families of all the enrolled students owned small acreages of land, and the students themselves hoped to make their livings in agriculture. The students, with their instructor, actually operated a small college-owned farm and sold the produce for profit each year. In addition, the students received instruction in agricultural economics and business management. The results of the program were encouraging to both the instructor and the students.

This project, which cost $16,000 (the instructor's salary) and which is paid for out of Section 102(b) funds, will be discontinued this year. The

state believes that the time has come for the college to assume the financing of the program. College officials, however, claim that the school does not have the funds.

Summary

Of the projects described above, two could be rated as average, one above average, and two below average. Taken together, however, they illustrate many of the problems associated with the implementation of vocational education projects for the disadvantaged. For example, real skills training was lacking in two of the programs, the remedial program seemed to be operating in a vacuum, one unique program was in danger of losing its funds (and eventually did lose them), and one of the projects appeared to be unrelated in any way to disadvantaged students. The work education program appeared to be a project "without hope," a last resort for students already labeled as failures, and only one of the projects -- the automobile mechanics course -- applied a specific educational treatment (audio-visual equipment) to a condition contributing to school failure (lack of reading ability).

Nevertheless, the projects were serving the disadvantaged (or at least four of them were), and most of the students were grateful for them. The negative aspects of the projects were emphasized to illustrate the complexity of the problems associated with the initiation of a vocational education program for the disadvantaged. Thus the project descriptions should serve as a base for the discussions which follow.

Type of Program and Occupational Area

The types of training funded for the disadvantaged (skills training, nonskills training, work education, and so on) and, in the case of skills

training, the occupational areas in which training was conducted were identified for the 84 sample projects. The types of training were broken down into the following categories:

(1) Skills training:

(a) General occupations -- Training in occupational clusters, but not necessarily in specific occupations within clusters.

(b) Specific occupation -- Training in a single occupation, such as carpenter, typist, and so on.

(2) Nonskills training:

(a) World-of-Work training.

(b) Remedial education.

(c) Prevocational training.

(3) Work education: Programs which alternate classroom instruction with on-the-job training. Work education could be (and often was) a component of both skills training and nonskills training programs.

Type of Program

Tables 3-7 and 3-8 provide an overview of the project sample by type of program and show the following:

(1) Disadvantaged students are more frequently enrolled in nonskills training than in skills training programs. Almost half of the secondary enrollment (47 percent) were in world-of-work projects; 47 percent of the post-secondary-level students were enrolled in remedial programs. It should be pointed out that students enrolled in remedial projects may be enrolled in skills training courses not funded from Part B set-aside or Section 102(b) funds.

TABLE 3-7

Enrollment in 84 Sample Projects,
by Type of Training

Type of Training	Secondary		Post-secondary	
	Enrollment	Percent	Enrollment	Percent
Total[a]:	3,554	100	4,559	100
Skills training	1,525	43	2,060	45
Nonskills training	2,029	57	2,449	55
Skills training:	1,525	100	2,060	100
General occupations	1,240	81	1,984	96
Specific occupations	285	19	76	4
Nonskills training:	2,029	100	2,499	100
World of work[b]	1,685	83	349	14
Remedial	283	14	1,994	80
Prevocational	61	3	156	6

[a]Of the total enrollment at the secondary level, 47 percent were enrolled in work education projects; the corresponding figure for the post-secondary enrollment was 3 percent (for breakdown, see Table 3-8).

[b]Eighty-seven percent of the secondary-level students enrolled in world of work programs were also enrolled in work experience programs.

TABLE 3-8

Enrollment in Work Education Programs
84 Sample Projects

Type of Training	Secondary		Post-secondary	
	Enrollment	Percent	Enrollment	Percent
Total:	3,554	100	4,559	100
Work education	1,701	47	114	3
Nonwork education	1,853	53	4,445	97
Work education:				
Skills training	1,701	100	114	100
Skills training	242	14	111	97
Nonskills training	1,459	86	3	3

In such cases, disadvantaged funds are being used to support students enrolled in regular programs.

(2) Nearly half of the high school students were enrolled in work education programs, indicating that it was not difficult to place disadvantaged students in work situations. However, the vast majority were enrolled in work experience projects (86 percent) and was not receiving skills training either in school or on the job (see "work education" subsection).

(3) At both the secondary and post-secondary levels, the majority of students enrolled in skill training programs was receiving instruction in general occupational areas (or clusters); e.g., construction rather than carpentry.

Occupational Areas

Table 3-9 shows enrollment by occupational area for the sample high school projects. Table 3-10 provides corresponding figures for post-secondary projects. As we discovered at the community level, training for the disadvantaged seems to be concentrated in one occupational area: business and office occupations. Because of the small size of the post-secondary subsample (18 out of 22 projects), the figures are not too meaningful, but data regarding the high school projects seem to support the findings of chapter II, to-wit: the range of occupational areas for disadvantaged students enrolled in skills training programs is narrower than in regular vocational education programs.

Curriculum and Teaching Methods

It was beyond the scope of this assessment to examine and analyze the actual curriculums in use for disadvantaged students, or to evaluate classroom

TABLE 3-9

Enrollment in Skills Training Programs, by Occupational Area
(Secondary Projects)

Occupational Area	Enrollment		Percent	
	Total	Individual	Total	Individual
Total	1,525		100	
General occupational cluster:	1,240		81	
Agriculture		43		4
Automotive		40		3
Business and office		865		55
Distributive education		58		4
General mechanics		21		1
General construction		27		2
Machine trades		60		4
Health		62		4
Trade and industry		65		4
Specific occupations:	285		19	
Child care		40		3
Custom travel		16		1
Auto mechanic		58		4
Food preparation and management		58		4
Nurse's aide		60		5
Typing		21		1
Masonry		23		1

TABLE 3-10

Enrollment in Skills Training Programs, by Occupational Area
(Post-secondary Projects)

Occupational Area	Enrollment		Percent	
	Total	Individual	Total	Individual
Total	2,060		100	
General occupational cluster:	1,984		96	
Business and office		1,955		95
Agriculture		29		1
Specific occupations:	76		4	
Meatcutting		10		1
Welding		26		1
Upholstery		40		2

activity. The attempt was made, however, to probe for any information that might be available pertaining to unique curriculums designed specifically for disadvantaged students or unique instructional methods for the teaching of disadvantaged students. The assumption was that if the conditions which cause school failure were identified, unique curriculums and teaching methods designed to overcome such conditions would have been developed. As was noted previously, however, the student assessment process was extremely informal, and it is doubtful whether most instructors knew (except in a general way) the underlying causes of their students' inability to succeed in school. At any rate, the curriculums in use and the teaching methods employed were for the most part traditional. The one ingredient that seemed to be added was "individual attention."

The instructors developed their own curriculums, using material developed by states, universities, local education agencies, and other sources. Individualized instruction, based primarily on the development of program modules and the use of workbooks, was common, and excellent use was frequently made of audio-visual equipment. There were a few unique projects, such as the farming program described above and a prison program in which the inmates restored an old ghost town, which featured the use of hands-on training. However, when it was considered that almost half of the high school and post-secondary students were enrolled in world-of-work and remedial education programs, respectively, if there was any curriculum development, most of it had to be in those two areas.

Remedial programs were carried out in learning laboratories, which were used by both disadvantaged and nondisadvantaged students. The instructional practices in these labs were set and students, with a minimum of help from instructors, could set their own objectives and proceed at their own

pace. What was not clear is the extent to which the remedial programs were helping students who were attending regular vocational education classes. There didn't seem to be any attempt to evaluate the effectiveness of remedial instruction or, if there was, no information on evaluations was available.

World-of-work programs can be almost anything the instructor wants them to be. They often appear to be group counseling sessions, or discussions of various topics relating to employment in general, consumer issues, grooming, and so forth. World-of-work curriculums, where they exist, are loose, and are generally supplements to work experience programs.

Thus with reference to assumption 4, stated in the introduction, "educational treatments exist or can be developed which can be applied to disadvantaged students," the best that can be said is that if they do exist or have been developed, they were extremely hard to identify.

Facilities and Equipment

One of the most often-mentioned constraints limiting the initiation of vocational education programs for the disadvantaged was the lack of facilities and equipment. Several administrators noted that one of the reasons work education programs were so popular for disadvantaged (and other) students was because they did not require the school to provide expensive facilities and equipment. This could also account for the proliferation of world-of-work programs, which require only a classroom.

More than half the project directors (57 percent) rated the equipment "excellent"; 29 percent said that it was "adequate"; and 11 percent said "inadequate." It should be emphasized, however, that world-of-work instructors, whose equipment needs were minimal, were included among those who rated equipment. Most of the adequate and inadequate ratings came from

the project directors of skills training programs. The most frequently mentioned need (by those who rated equipment adequate and inadequate) was material for individualized instruction. Other reasons for less than excellent ratings were: equipment out of date, equipment in poor repair, lack of visual aids, lack of tools, and materials too sophisticated for disadvantaged students.

Only 23 percent of the respondents rated facilities "excellent"; 47 percent said the facilities were "adequate"; and 23 percent "poor." Lack of space was the most frequently mentioned deficiency, closely followed by: poor design, lack of adequate lighting, lack of office space, and building in disrepair.

Work Education

Work education is the generic term for all programs which alternate classroom instruction with on-the-job experience. Among the different types of work education programs are the following:

(1) Cooperative education: Programs of vocational education under the direction of a single coordinator for persons who receive instruction through jointly planned and supervised agreements between schools and employers

(2) Work study programs: Programs to provide jobs in LEAs or other public institutions for students who need income to start or continue their vocational training

(3) Work experience programs: Programs designed to give students actual experience on jobs, not necessarily related to their school majors (if indeed the students participating in work experience programs have majors), and which are not necessarily

established on the basis of jointly planned and supervised agreements between schools and employers

One of the purposes of this assessment was "to identify the extent to which work experience components are present for the disadvantaged, the quality of work stations, and the necessary conditions under which expansion of work experience programs is possible." As has already been noted, half of the high school students enrolled in the sample projects were in work experience programs. Thus it can be concluded that work experience components were present for the disadvantaged more often than they were for nondisadvantaged students.

This would appear at first glance to be a positive finding, but the presence of so much work experience raises some serious questions about the Part B set-aside and Section 102(b) program as a whole. Consider the following:

(1) Administrators said that work experience programs are initiated, not necessarily because they are appropriate, but because the absence of necessary facilities and equipment for skills training in the school forces the consideration of other alternatives, including work experience

(2) As is shown in Table 3-7, only 14 percent of the enrollment in work experience was in programs which provide skills training either in school or on the job.

(3) The vast majority of students enrolled in work experience programs (86 percent) were placed in jobs which were related only in a general way to the instruction (world of work) that they were receiving in school.

The legislative history of the 1968 amendments reveals that one of the major purposes of the act was to prepare students who heretofore had been enrolled in a "third track," which, in the words of Rupert N. Evans, "lead nowhere" in terms of "gainful employment . . . in recognized occupations." The danger of work experience programs funded for the disadvantaged is that they may constitute a new type of third tract -- an inferior type of work experience program for students who were once enrolled in the old third track.

Work experience components, that are not coupled with related classroom instruction, in effect shift the burden of skills training to employers. An evaluation of such programs would seek to determine whether school and employers enter into training agreements for individual students -- agreements which specify the type of training students would receive on the job. Student credits would be based to a large extent on employer ratings of student performance in training and on the job generally. Even more important, the jobs to which students were referred would be in occupational areas which require skills that could be acquired in training, or in other words, they would not be low-pay, low-skill jobs which students could qualify for without training.

School-Employer Agreements

Although most project directors of work experience programs responded that agreements between schools and employers were concluded for each student, in all but a handful of cases, these agreements were not written and signed by the two parties. "Training plans" were virtually nonexistent. Thus, although students received credit for the work they performed on the job (and employers often rated students on their performance) the credits and the ratings did not appear to be related to educational goals. What seemed to be occurring is that students were placed on jobs for work experience purposes only, or to provide economically disadvantaged students with a

source of income so that they could remain in school. The latter, of course, is a legitimate objective, but if work experience (or income jobs) could be combined with training plans based on educational goals, the programs would be of much greater value to the students.

Tables 3-11 and 3-12 show the range of hours students enrolled in work experience programs spend in school and on the job. Approximately two out of every three students spend between eleven and twenty hours in the classroom and on the job.

Quality of Jobs

The attempt to rate the quality of jobs to which students in work experience projects were referred was based on information derived from interviews with 444 participants enrolled in work experience projects. Students were asked to rate the relationship of classroom instruction to on-the-job training, provide information on the hourly wages they received, and detail the types of tasks they performed on the job.

Classroom instruction and on-the-job training. Table 3-13 shows that 68 percent of the students interviewed rated classwork as "somewhat" or "not at all" related to on-the-job training; 32 percent gave a rating of "very closely." Males were more apt to rate classwork unrelated (32 percent) than females (20 percent); and whites were more apt than minorities to rate classwork not at all related to on-the-job training.

Student pay. Most of the project directors interviewed (75 percent) said that students were paid the minimum wage, or less than the employers' regular employees. The remainder said that students were paid the same hourly rates as regular employees. However, the figures in Table 3-14 indicate that a considerable percentage of the students were earning less than the federal minimum wage of $2.30 an hour. The average hourly rate for the total sample

TABLE 3-11

Range of Hours Per Week Students in Classroom
29 Secondary-Level Work Experience Programs

Student Hours	Number of Projects	Percent of Projects	Number of Enrollees	Percent of Projects
Total	29	100	1,700	100
6 to 10	3	10	176	10
11 to 15	4	14	326	19
16 to 20	13	45	766	45
21 or more	8	28	421	25
Information not available	1	3	20	1

TABLE 3-12

Range of Hours Per Week Students On-The-Job
29 Secondary-Level Work Experience Projects

Student Hours	Number of Projects	Percent of Projects	Enrollment	Percent of Total Enrollment
Total	29	100	1,700	100
1 to 5	3	3	189	11
6 to 10	4	14	186	11
11 to 15	7	24	641	38
16 to 20	10	34	521	31
21 or more	4	14	143	8
Information not available	1	3	20	1

TABLE 3-13

Student Ratings of Relationship of Classwork to On-The-Job Training

Rating	Overall		Sex				Race			
			Males		Females		Whites		Minorities	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	442	100	254	100	188	100	257	100	185	100
Very closely	138	31	77	30	61	32	80	31	58	31
Somewhat	181	41	95	37	86	46	92	36	89	48
Not at all	120	27	82	33	38	20	83	32	37	20
Don't know	3	1	0	0	3	2	2	--	1	--

TABLE 3-14

Earnings of Students Paid for Work in Work Experience Programs, by Sex and Race

Variable	Number Enrolled	Median Hourly Wage Rate	Average Hourly Wage Rate
Total	371	$2.31	$2.36
Sex:			
Male	228	2.34	2.46
Female	143	2.25	2.20
Race:			
White	198	2.33	2.41
Black	128	2.28	2.32
Hispanic	45	2.32	2.33

was $2.36 an hour. Males earned an average of approximately 26 cents an hour more than females, and whites earned 7 to 8 cents an hour more on the average than minorities. The major conclusion to be drawn from these data, however, is that the wage rates paid to all students -- men and women, and whites and minorities alike -- were low.

Work performed on the job. A total of 442 work experience students were asked to list the actual tasks they performed on the job. The students listed 680 tasks as shown in Table 3-51. Within the first five categories -- "food service" through "construction" -- many tasks were listed. Each of these, therefore will be considered separately.

(1) Food service: Seventy-eight percent of the tasks listed in the food service category were as follows: waitress, food handlers, busboys, and dishwashers -- all unskilled, low-pay jobs.

(2) Car maintenance: Forty-four percent of the jobs listed under car maintenance were: service station attendant, wash cars, and park cars.

TABLE 3-15

Tasks Listed by Students Performed on the Job

Variable	Number of Tasks Listed	Percent
Total	680	100
Food service	103	15
Car maintenance	94	14
Office work	100	15
Child and hospital care	99	15
Construction	100	15
Cashier	45	7
Answer telephone	15	2
Stock work	43	6
Pickup and delivery	14	2
Box merchandise	21	3
Sales	17	3
Assembly work	14	2
Drive equipment	15	2

(3) Office work: Sixty-seven percent of the jobs listed under office work were: general office work, filing, running errands, etc.

(4) Child and hospital care: Eighty percent of the jobs in this category were: take care of patient (give baths, and so on), and child care (baby sitting).

(5) Construction: Thirty-nine percent of the jobs listed under construction were: general construction work (laboring), load trucks, and run errands.

If the tasks listed in Table 3-15 were added together with answer telephone, stock work, pickup and delivery, and box merchandise, they would account for 360, or 52 percent, of all the tasks listed by the students. Thus it can be concluded that the majority of disadvantaged students enrolled in work education programs was employed in low-skill, low-paid jobs.

Sex stereotyping. The jobs to which women were assigned were somewhat limited to the following categories: food service, office work, child and hospital care, and cashier. Nearly eight out of ten of the women were assigned to these jobs. Within the first three categories, the specific jobs in which women were employed were as follows:

(1) Food service: Of the 91 jobs listed by women in this category, 72 were as follows: waitress (22), food handler (23), buswork (18), and dishwasher(12).

(2) Office work: Of the 52 jobs listed in this category, 35 were "general clerical work," 11 "typist," and 6 "bookwork."

(3) Child and hospital care: Of the 61 jobs listed in this category 29 were "help take care of patients," 18 were "help with children," and 13 were "nurse's aide." One person was employed in the care of handicapped children.

No women were employed in car maintenance and repair, and agriculture; and of the 136 jobs listed under the construction category, only 25 were listed by women -- 16 of which were light maintenance work, and 5 were "run errands."

These figures indicate that the occupational range for women participating in work experience programs was extremely narrow. The fact that women were earning an average of $2.20 an hour -- 10 cents below the minimum wage and 26 cents an hour less than men -- indicates also that within occupational categories, women were placed in the lower skilled jobs.

Comments

There can be no doubt that work education programs were being funded for the disadvantaged, but there was some question as to their quality. Most of the students were being placed in low-skill, low-pay jobs, which they could probably apply for and obtain without first receiving vocational training and which provided bona fide on-the-job training. Only 31 percent of the students said that their classwork was "very closely" related to the work they performed on the job. It could be that by providing economically deprived students with sources of income, these programs were preventing school dropouts but, for the most part, they did not constitute cooperative school-employer programs with measurable educational objectives. The serious question that arises is: are Part B set-aside and Section 102(b) funds being used to create a new, lower track for disadvantaged students (the opposite of which the act intended)?

PROGRAM OUTCOMES

This section is divided into two subsections: (1) statistical data on program costs, completions, dropouts, and follow-up information on completers; and (2) the results of the student and employer interviews.

Statistical Data

The weakest information available at the school level was data relating to completions, placement, and follow-up. For example, what little outcomes information was available was not broken down by specific occupational offerings; in fact, it was often not possible to identify specific occupational offerings. The major problem, however, was that outcomes information either was not collected or, if it was collected, was not processed in a way that would be useful for monitoring and evaluation purposes. The attempt was made to collect the following types of outcomes information:

(1) Number enrolled
(2) Number of dropouts
(3) Number of completers
(4) Number of completers employed (training related and nontraining related)
(5) Number of completers unemployed
(6) Number of completers reenrolled in project
(7) Number of completers enrolled in other programs in same school
(8) Number enrolled in training in different school
(9) Number out of the labor force or out of school (other)

The above information was not available for any of the post-secondary projects, and for only 41 of the 62 high school projects. Per enrollee and per completer costs could be computed for only 33 high school projects.

Project Costs

Table 3-16 attempts to show costs per enrollee and per completer over and above the normal costs for educating a vocational education student by reflecting only those funds allocated by federal, state, and local agencies or schools to specific projects. Federal costs per enrollee were $349; per

completer costs were $418. The combined per enrollee and completer costs were $401 and $480 respectively.

In a very real sense, however, these excess costs could not be calculated because of inadequate data. For example, if a program succeeded in keeping a student in school, the costs of the project did not represent "excess costs" in the usual sense. Because the project funds represented only a part of the costs of education, the prevention of a dropout may well have increased the local and state costs of education by an amount considerably greater than the amount received through the project. For example, if per student costs of a total educational program are $1,500 per year, paid half from state and half from local taxes, the receipt of $347 for provision of added services may cost state and local governments three to five times as much in a year if a dropout is kept in school. However, we do not know what percentage of students would have dropped out, with or without the program. Nor do we know the saving in local and state tax funds which resulted from the student spending part or all of the day in activities paid for by the project.

Completion and Follow-Up

Table 3-17 shows outcomes information for 41 of the sample high school projects. Completion rates, at 83 percent, were high, and only 6 percent of the completers (for which follow-up information was available) were unemployed or out of the labor force. Forty-six percent of the completers continued in school; 15 percent were employed. Follow-up information was not available for more than one out of three completers.

Student and Employer Interviews

A total of 1,024 students participating in Part B set-aside and Section 102(b) projects for the disadvantaged was interviewed. The students

TABLE 3-16

Costs Per Enrollee and Completer
33 Secondary-Level Projects
(School year 1974-75)

Category	Number	Cost
Total enrollment	2,150	
Total completers	1,797	
Total combined (federal, state, and local costs)		$862,944
Total federal costs		752,003
Costs per enrollee		
Combined costs		401
Federal costs		349
Costs per completer		
Combined costs		480
Federal costs		418

TABLE 3-17

Outcomes Information for 41 (out of 62) Sample
Projects for the Disadvantaged
(School year 1973-74)

Category	Number	Percent
Total enrollment	2,407	100
Dropouts	408	17
Completers	1,999	83
Total completers	1,999	100
Continued in same program	583	29
Enrolled in other program in same school	211	11
Enrolled in training in different school	123	6
Employed	297	15
Unemployed	68	3
Other (out of labor force or out of school)	63	3
Unknown	654	33

were enrolled in 46 projects located in thirteen states and 37 local educational jurisdictions. One of the original purposes of the student interviews was to determine whether project outcomes, as revealed by the survey interviews, related in any way to administrative techniques used at the state and local levels, and to determine whether outcomes vary by educational level, type of program (skills training or nonskills training), type of education (work experience or nonwork experience), type of class (regular or special), and student characteristics (sex, race, age, and so on). However, because the variance in state and community administration of programs for the disadvantaged was minimal, and because of minor variances in student ratings of projects by type of program, type of education, type of class, and student characteristics, such comparisons were rendered useless. The fact is that students across the board (regardless of program, education and class types, and student characteristics) rated their programs extremely high -- higher than a sample of nondisadvantaged participants in urban cooperative programs surveyed in 1975, and as high as a sample of handicapped participants in Part B set-aside programs surveyed in 1974. Appendix C contains all pertinent tables relating to the student interviews; only those that relate to specific outcomes are contained in this section.

The results of the employer interviews were disappointing. It was expected that employers participating in work experience projects for the disadvantaged would know that they were dealing with "special" students. Only if this were true would it be possible to obtain employer insights about such projects. In actual fact, however, the 103 participating employers interviewed did not know that they were dealing with special students, or participating in special projects. As far as most were concerned, they were participating in regular school work experience programs, and this is what

schools wanted them to believe, since labeling students as "disadvantaged" creates many problems. The attempt was also made to interview employers in the same businesses and of the same sizes (and in the same communities) who were not participating in the program. Forty such employers were interviewed, but because of their lack of knowledge of vocational education programs in general, and programs for the disadvantaged in particular, their comments were of little value to the study and, therefore, were not summarized in this report.

Student Interviews

Table 3-18 shows selected characteristics of the students interviewed. Outcomes were judged on student responses to the following:

(1) Student ratings on a scale of 1 to 10 of various aspects of the programs in which they were participating

(2) Whether their satisfaction with school had increased, decreased, or remained the same since enrolling in the programs

(3) Their opinions on whether the training they were receiving would help them find jobs

(4) Whether they planned to seek jobs in the same areas as their school jobs or training

Tables 3-19 through 3-22 show the major results of the student interviews. There can be no doubt that in every category -- and across characteristics and educational levels -- the programs were rated highly by the students. The overall rating on a scale of 1 to 10 was 8.28; two out of three of all students interviewed said that their satisfaction with school had increased since enrolling in Part B set-aside and Section 102(b) programs; the overwhelming majority of students believed that the training they were receiving would help them find jobs; and close to three out of four said that

TABLE 3-18

Selected Characteristics of Students Interviewed

Characteristics	Number	Percent
Total	1,024	100
Sex:		
Male	572	56
Female	452	44
Race:		
White	629	61
Minoritiy	395	39
Educational level:		
Secondary	784	77
Post-secondary	240	23

they planned to seek jobs in the same general areas as their school jobs or training. It is also interesting to note that women, minorities, and post-secondary students were slightly more favorable toward the programs than men, whites, and high school students.

Employer Interviews

The participating employers interviewed, regardless of whether they knew they were participating in special projects or not, were highly favorable toward the programs and their student employees. Nearly 90 percent of the 87 firms in which the students were employed were in four industry classifications: (1) retail sales and service (47 percent), government (18 percent), hospital and health care (13 percent), and manufacturing (12 percent). Of the 103 employers interviewed, 87 were decision makers who entered into whatever agreements were made with the schools, and sixteen were supervisors who worked directly with the students. However, in 63 firms, the decision maker and supervisor was the same person. Questions dealing with experience or policy were tabulated only for the 87 decision makers. Attitudinal questions concerning student job performance and results were tabulated for all 103 interviews, or for both decision makers and supervisors.

TABLE 3-19

Student Rating of Program Aspects by Selected Characteristics
Scale: 1 - 10

Program Aspects	Total	Sex		Race or Ethnic Background		Education Level	
		Male	Female	White	Minorities	Secondary	Post-secondary
Equipment	7.89	7.75	8.06	7.71	8.17	7.83	8.51
Special help	8.90	8.75	9.09	8.77	9.11	8.71	9.24
Counseling	8.31	8.11	8.56	8.07	8.68	8.29	8.34
Teachers	8.81	8.76	8.88	8.71	8.98	8.63	9.24
Classrooms	7.80	7.59	8.07	7.46	8.35	7.98	8.31
Buildings	7.78	7.90	7.62	7.65	7.97	7.93	8.27
Instruction	8.72	8.58	8.90	8.60	8.91	8.71	9.02
Training for job	8.58	8.25	9.00	8.29	9.06	8.69	8.63
Average of factors	8.28	8.16	8.44	8.09	8.59	8.28	8.63

TABLE 3-20

Percentage of Student Satisfaction with School Since Enrolling in Program, by Selected Characteristics

Variable	Satisfaction		
	Increased	Same	Decreased
Total	63.1	33.5	3.4
Sex:			
Male	62.6	34.3	3.1
Female	63.7	32.5	3.8
Race or ethnic background:			
White	64.1	32.1	3.8
Minorities	61.5	35.7	2.8
Educational level:			
Secondary	60.7	35.6	3.7
Post-secondary	70.8	26.7	2.5

TABLE 3-21

Percentage of Student Views on Effect of Training in Helping Them Find Jobs, by Selected Characteristics

Variable	Category		
	Yes	No	Don't Know
Total	94.0	5.5	0.5
Sex:			
Male	91.6	7.5	0.9
Female	97.1	2.9	--
Race or ethnic background:			
White	92.5	7.2	0.3
Minorities	96.4	2.8	0.8
Educational level:			
Secondary	93.8	5.9	0.4
Post-secondary	95.0	4.2	0.8

TABLE 3-22

Percentage of Student Plans to Seek Job in Same Area as School Job or Training, by Selected Characteristics

Variable	Category		
	Yes	No.	Don't Know
Total	73.3	25.8	0.9
Sex:			
Male	70.3	28.3	1.4
Female	77.2	22.6	0.2
Race or ethnic background:			
White	69.5	29.1	1.4
Minorities	79.5	20.5	--
Educational level:			
Secondary	73.5	25.9	0.6
Post-secondary	72.9	25.4	1.7

Length of participation. Nine out of ten of the firms had been participating in school-supervised work experience programs for over two years; 35 percent for five years or more. The breakdown is as follows (base: 87 companies):

Time Period	Percent
One year or less	21
Two years	25
Three or four years	20
Five to nine years	21
Ten years or more	14

Thus a substantial percentage of the firms (over 14 percent) had been participating in work experience programs prior to the passage of the 1968 amendments. The fact that these employers saw no differences between programs for the disadvantaged and other programs suggests either that these programs have always served the disadvantaged, or that disadvantaged in school is not the same as disadvantaged on the job. Both explanations may have some validity.

How companies became associated with programs. In two out of three cases, the schools solicited the companies' participation in the programs. Approximately one out of four firms initiated the action which led to participation in work experience programs. Other routes to company participation are (base: 87 companies):

Means of Company Participation	Percent
School contacted company	62
Company contacted school	24
Student contacted company	8
Company contacted government agency associated with program	7
Don't recall	5

Positive versus negative comments. Employers were asked to list what they considered the benefits of the programs and their criticisms of the programs. Employers often listed more than one benefit, and both benefits and criticisms were mentioned by many employers. Thus all of the comments made by employers were divided into the categories "positive" and "negative," and the comments, themselves, were tabulated.

(1) Positive comments: Almost 90 percent of the employers made positive comments about the program. Half of these pertained to benefits received by students and half to benefits received by employers. Student benefits listed were as follows ("a" through "e" are student benefits; "f" through "i" are employer benefits):

(a) Students get training in the real world and gain references.

(b) Helps student improve self-image, learn value of school training.

(c) Students improve their skills; will be qualified for jobs when they leave school.

(d) Students can work and go to school or stay out of trouble or stay in school.

(e) Students have opportunity to learn good work habits.

(f) Program is a good source of labor, or can get extra help when needed.

(g) Students have good attitudes and work habits.

(h) Employers can screen or train employees for future openings.

(i) Employers derive personal satisfaction from helping students gain self-esteem.

(2) Negative comments: Approximately 20 percent of the employers made negative comments about the programs. These were broken down into three categories: (a) criticism about the program in general (10.4 percent), (b) criticism of student employees (5.8 percent), and (c) disadvantages for employer (2.9 percent). Criticism pertaining to the program in general were as follows ("a" through "d" are general; "e" and "f" are criticisms pertaining to students; and "g" through "j" are the disadvantaged to employers):

(a) Amount of communication with employers; parents should be increased.

(b) Coordinators not aware of job requirements; poor placement; courses not related to work.

(c) Teachers should emphasize basics; cover more skills in longer program; improve teachings.

(d) Course is poorly run; students loosely supervised; not counseled.

(e) Students have poor work habits; attitudes; are immature.

(f) Students take advantage of training programs; lie about income to participate; just want to get out of school work.

(g) Wage rates should be lower; starting pay to high.

(h) Student turnover is too high.

(i) Poor experience with program (general also).

(j) Students not available when needed.

Rating of student vocational skills. The vast majority of employers (80 percent) rated student vocational skills "medium" (39 percent) or "high" (42 percent) at the beginning of the program. At the end of the program, these positive ratings went up to 97 percent (83 percent high and 14 percent medium).

Nine out of ten employers rated student performance on the job either better (33 percent) or the same (56 percent) as their regular employees. Yet four out of ten employers said that students needed more supervision on the job than regular employees. However, slightly over half of the employers said that students needed no more supervision than regular employees, and about 9 percent said that they needed less.

Pay policy. Most of the employers (78 percent) said that students were paid at the same wage rates as regular employees. This may be in conflict with the majority of project directors who said that most students were paid at the minimum wage -- unless the regular wage rates for student jobs were at the minimum wage.

Permanent employment of students. Well over half of the firms surveyed hired student employees on a permanent basis; 38 percent did not; and about 4 percent did not know whether students had been hired permanently.

Other. Other pertinent findings of the employer interviews include:

(1) The vast majority of firms (85 percent) did not have to make changes in their hiring standards in order to employ vocational education students.

(2) All but one firm (which was receiving CETA funds) were not reimbursed by the schools or other agencies for their participation.

(3) Virtually all employers reported that changes in job structures to accommodate student employees were not necessary.

(4) Virtually all of the respondents would recommend the programs to other employers, and plan to continue participation in the programs; 39 percent of the respondents plan to expand their participation in the program.

Comments

Whatever the deficiencies of program administration, there can be no doubt that the available outcomes data indicated that the Part B set-aside and Section 102(b) program for the disadvantaged was operating on a successful basis. The costs of the program were low, completion rates were high, and participating students appeared to be well satisfied with the program, as were participating employers. Nevertheless, these data would be much more significant if it could be ascertained that the intended target population was well defined, was being served, and the programs were designed to overcome conditions (determined by means of individual assessment that cause school failure).

With regard to the employer interviews, if it is true that the schools -- through work experience programs -- were acting as referral agencies for employers in the secondary labor market (employers of low-wage, low-skill

workers), employer enthusiasm for the program would be expected. Student ratings, on the other hand, are difficult to dismiss. It would appear that students enrolled in Part B set-aside and Section 102(b) projects were receiving more individual attention than they had ever received previously in their school careers -- and they were enthusiastic about it.

CHAPTER IV

EXECUTIVE SUMMARY

BACKGROUND

Six years after the passage of the Vocational Education Act amendments of 1968, the Office of Planning, Budgeting, and Evaluation of the U.S. Office of Education contracted with Olympus Research Centers (ORC) to perform a nationwide assessment of the act's provisions that deal with vocational education programs and services for the disadvantaged, or ". . . persons (other than handicapped persons) who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program." Part B of the act, which requires state and local matching of federal funds, provides that 15 percent of basic grants to the states be used for the provision of vocational education programs and services to the disadvantaged, and Part A, Section 102(b) provides 100 percent funding of vocational education programs for the disadvantaged.

PURPOSES OF THE ASSESSMENT

The purpose of the assessment, as specified by the U.S. Office of Education, were as follows:

(1) To provide information about how the states set priorities and allocate funds for vocational education services and programs for disadvantaged students

(2) To identify and analyze the various policies, decisions, or strategies within the community setting, such as coordination of resources for the disadvantaged, special legislation, planning, which directly or indirectly impact on the quality and effectiveness of vocational education programs for disadvantaged students (in terms of quality of training opportunities, instruction, services available, job placement, and so forth)

(3) To perform an assessment of a variety of secondary and post-secondary projects for the disadvantaged, including interviews with samples of students and employers participating in the projects, and a sample of employers not participating

(4) To identify and analyze existing constraints or limitations in carrying out the various vocational education programs

METHODOLOGY

The assessment was conducted at the state, community, and project levels, and interviews were conducted with students and employers who were participating in the program. The term "community" was defined as "the local education jurisdiction" (local education agency or community college district) in which a sample project was located. The samples selected consisted of the following:

(1) States -- 23

(2) Communities -- 77

(a) Local education agencies (LEAs) -- 55

(b) Community college districts -- 22

(3) Projects -- 84

(a) Secondary -- 62

(b) Post-secondary -- 22

At the state level, interviews were conducted with state directors of vocational education and their subordinates in charge of programming for the disadvantaged. At the community level, interviews were conducted with chairmen of members of boards of education or boards of regents, superintendents of schools or presidents of community colleges, and LEA or community college officers in charge of vocational education. Finally, at the project or school level, one interview schedule was used, but several respondents -- including project directors, counselors, instructors, and school principals -- contributed answers to various sections of the schedule.

Students participating in a subsample of projects located in states where the percentages of work experience programs were high were interviewed. A total of 1,024 student interviews were conducted. In the case of work experience programs, a sample of 103 participating employers were also interviewed.

ORGANIZATION OF THE EXECUTIVE SUMMARY

The findings, conclusions, and recommendations of the study have been summarized in the following four sections:

(1) Interpretation of the term "disadvantaged"

(2) Policy and administration

(3) The program

(4) Recommendations

THE MEANING OF "DISADVANTAGED"

The attempt was made to determine the following:

(1) How state and local administrators define the term "disadvantaged"

(2) The various eligibility criteria promulgated by state and local administrators

(3) The various types of individual assessments performed for students enrolled in vocational education programs for the disadvantaged

FINDINGS AND CONCLUSIONS

The evidence indicates the following:

(1) State and local administrators had given little attention to interpreting the congressional definition of "disadvantaged student." As a result, programs differed widely between states and between communities within states.

(2) Few states or local communities had issued eligibility criteria for enrollment in disadvantaged programs, other than those contained in suggested federal guidelines.

(3) The reasons for the act's emphasis on individual assessment was not well understood at either the state or local levels. In most instances, individual assessment was merely a means of documenting the disadvantaged status of students enrolled in Part B set-aside and Section 102(b) projects. The question as to whether programs could be designed to meet the individual needs of students, discovered through individual assessments, was not often asked by state and local administrators.

(4) The most common criterion used to identify disadvantaged students was academic, that is, students who were one or more grade levels behind their peers.

(5) Half of the project directors interviewed in connection with the project-level assessment did not believe that the students enrolled in their projects were disadvantaged, thereby illustrating the confusion that exists from the state to the local level concerning the meaning of "disadvantaged student."

It appeared, therefore, that most states had devoted very little attention to the conceptualization of special vocational education services for the disadvantaged, based on specific criteria for the identification of disadvantaged students and individual assessments of students either eligible or potentially eligible for such services.

POLICY AND ADMINISTRATION

In this section, the following subjects are summarized: (1) overview of national statistics pertaining to the disadvantaged Part B set-aside provision of the 1968 amendments; (2) allocation of resources at the community level; (3) state and local policy and administration of the Part B set-aside and Section 102(b) program; and (4) constraints, as perceived by state and local administrators, limiting the initiation of vocational education programs for the disadvantaged.

National Statistical Overview

The most important conclusion that could be drawn from an analysis of the data that states report to the federal government each year is that they appear to contain anomalies which are difficult to explain. The wide ranges between states in the percentages of Part B grants expended for the disadvantaged, per enrollee costs, and data which appear to indicate that the costs for educating disadvantaged students are lower than those for educating regular students, bring into question the accuracy and completeness

of the state-reported data. The probable reasons for these anomalies are that state definitions of the term "disadvantaged" vary so much that it is impossible to make interstate comparisons and that states report only partial, rather than actual, per-student costs.

Allocation of Resources (Community Level)

Two analyses of how communities allocate federal funds for the disadvantaged were made: (1) by budget line item, and (2) by the types of programs funded.

Budget Line Items

The vast majority of Part B set-aside and Section 102(b) funds were used to hire staff who work directly with students identified as disadvantaged. Only a small portion of the funds were used to hire administrative and other noncontact personnel. Thus it can be concluded that most Part B set-aside and Section 102(b) funds were being used to provide direct services to students.

Type of Program

The types of programs funded were divided into the following categories: (1) skills training (or training in either specific or general occupational areas), and (2) nonskills training (or prevocational training, remedial education, and world-of-work programs that are not integrated with skills training either in the classroom or on the job). The attempt was also made to identify the occupational areas in which skills training was offered.

Sixty-nine percent of the high school students and 56 percent of post-secondary-level students were not enrolled in skills training programs (see Figure 4.1). Thus it would appear that the majority of Part B set-aside and Section 102(b) funds was being used for the initiation of prevocational, remedial, and world-of-work programs. This was especially true at the secondary level, where more than half of the students were enrolled in

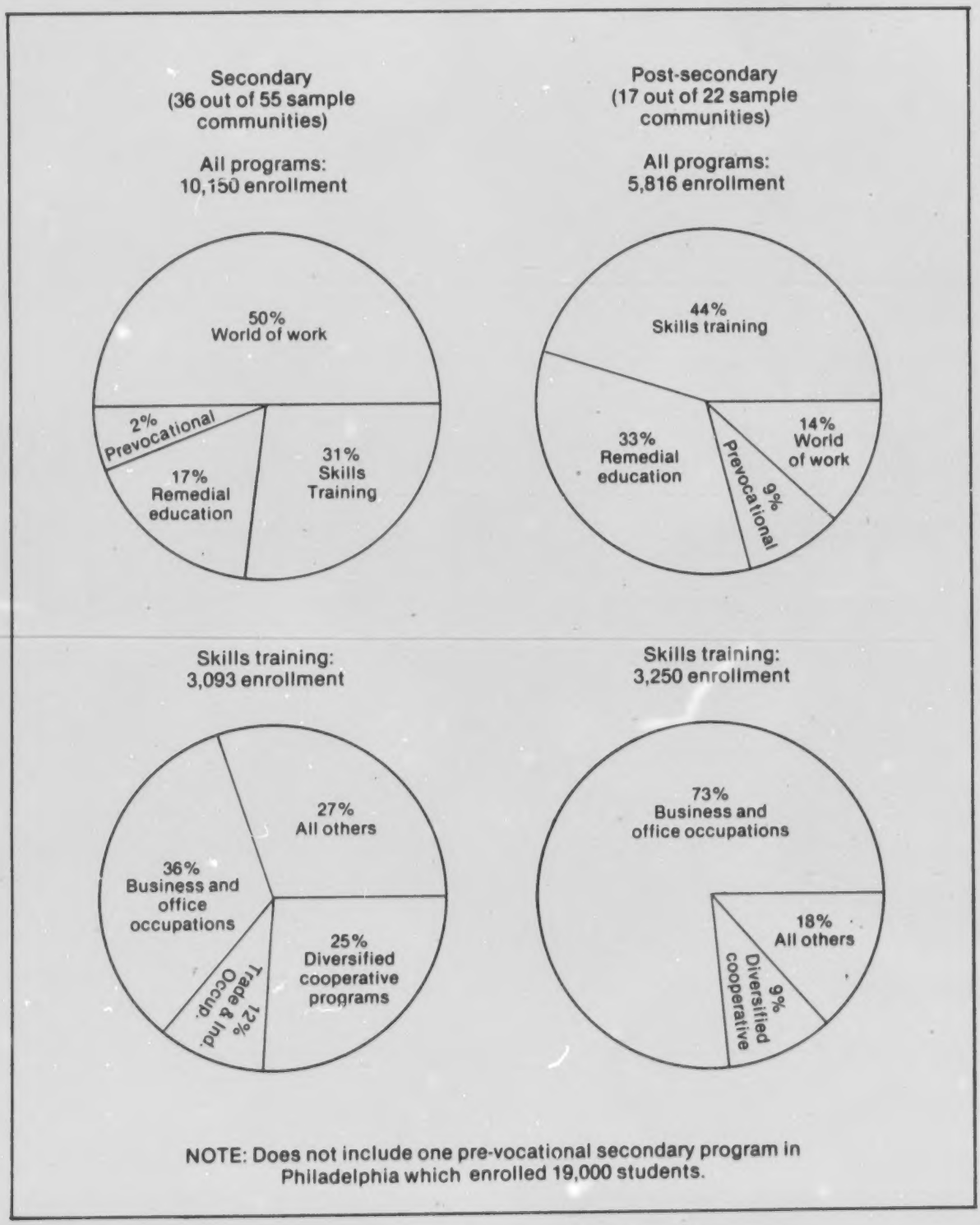

FIGURE 4.1. Allocation of Resources, by Type of Program for School Year 1974-75 Secondary and Post Secondary

world-of-work and prevocational programs. If it can be assumed that remedial programs were integrated with skills programs, skills training was extremely narrow at both levels. The vast majority of high school students was enrolled in three occupational areas (business and office, trade and industrial, and diversified co-op), while only one occupational area (business and office) accounted for most of the students enrolled in post-secondary skills training programs.

Policy and Administration

Although overall policy was imposed on the schools by the Vocational Education Act amendments of 1968, the congressional mandate was sufficiently broad to allow considerable flexibility at the state and local levels. In designing and conducting this assessment, we made the assumption that issues relating to the provision of vocational education for the disadvantaged were considered at the national, state, and local levels, and that a considerable body of policy formulations would be available to researchers. The fact is, however, that the only comprehensive policy statement obtained was the Suggested Utilization of Resources and Guide for Expenditures (SURGE), issued by the U.S. Department of Health, Education and Welfare. Carefully formulated formal policy statements regarding mainstreaming, work education, the use of Part B set-aside versus Section 102(b) funds, coordination with other agencies, the use of advisory councils, and state earmarking and community matching of funds were absent at both the state and local levels. Evidence from interviews with 77 members of boards of education and boards of regents indicated that boards rarely initiated policy with regard to either vocational education in general or vocational education for the disadvantaged in particular.

Administration and Planning

State funding methods. Most states (16 out of 23) required local education jurisdictions or schools to submit proposals to the state, according to established guidelines, and funded projects on the basis of the quality of the proposals and the ability of the sponsors to carry out the projects (project-by-project basis). The remainder was funded on a block grant basis, i.e., to local education jurisdictions. States which funded on a project-by-project basis had more administrative control over their programs. The fact that sponsors were required to submit proposals which set down in writing the general and specific goals of projects, the characteristics of the students to be served, the educational techniques to be employed, and line item budgets (including local funds, if any, to be contributed) implied a certain amount of planning and facilitated both pre- and post-program evaluation.

Planning. State plans gave overall statewide estimations of the disadvantaged populations within states, but state program officers appeared to be unacquainted with these figures, nor were they able to identify the sources of the statistics. It seemed, therefore, that state plans were drafted by persons or divisions other than the program officers or special needs divisions, and were considered to be little more than exercises in grantsmanship. The guidelines for state plans specify that goals or programs are to be clearly stated. Despite this requirement, in most instances the objectives were couched in broad terms, such as "to provide the disadvantaged students of the state with necessary vocational education." This type of objective lends itself neither to concrete planning nor to evaluation.

It would be a mistake to say that no planning took place at the local level, but it is accurate to maintain that what planning did take place was of a short-term nature, generally directed at justifying specific projects.

When asked about the universe of need or the establishment of priorities, most respondents expressed bewilderment. "Planning," if it can be called that, consisted mainly of the design of projects on an ad hoc basis; the objective was to spend the Part B set-aside and Section 102(b) funds available from the state.

Monitoring and evaluation. Considering the informality of the planning process, it should come as no surprise that the monitoring and evaluation of programs for the disadvantaged was equally informal at both the state and local levels. State- and community-level reporting requirements were minimal, and management information systems were extremely weak at both levels. Where states funded on a project-by-project basis, the opportunity for monitoring and evaluation was at least present, but because in most states only one administrator was assigned responsibility for disadvantaged programming, comprehensive monitoring and evaluation was not possible. However, in states where state education agencies were subdivided into regions, program monitoring and evaluation appeared to be more complete, and program officers appeared more knowledgeable about programs for the disadvantaged than in states which were not divided into regions.

Constraints and Opportunities

The major constraints mentioned by respondents at all levels were:

(1) Lack of funds

(2) Lack of facilities

(3) Unwillingness of some instructional personnel to accept disadvantaged students into their classes

(4) Negative image of vocational education

(5) Ambiguity of the term "disadvantaged student"

Respondent recommendations included the following:

(1) Local school districts should not be required to match funds for vocational education programs for the disadvantaged; federal funding should be on a two-year basis; and "seed money" funding should be discontinued.

(2) In-service training should be provided by the states for instructional personnel, and instructors should be evaluated on how well they work with disadvantaged students; and their continued employment should be at least partially based on these evaluations.

(3) The federal government should define more precisely the meaning of the term "disadvantaged," and states should establish priorities and see that they are observed by local education jurisdictions.

(4) More funds should be allocated for planning, administration, and evaluation.

THE PROGRAM

The material that follows is a synthesis of findings and conclusions regarding on-site visits to 84 vocational education projects for the disadvantaged in 23 states. A project was defined as a Part B set-aside or Section 102(b) grant to a school or local education jurisdiction for the purpose of providing specific educational services to the disadvantaged. Block grants to local education jurisdictions for nonspecified services were not considered projects. Projects broke down into two categories:

(1) Regular: Disadvantaged students were placed in regular vocational education programs with nondisadvantaged students.

(2) Special: Disadvantaged students were placed in separate vocational education classes, either on a full- or part-time basis.

The material presented in this section is organized as follows: (1) statistical overview of the project sample, (2) project administration, and (3) project outcomes.

Statistical Overview

Mainstreaming

Two out of every three students enrolled in the projects (both secondary and post-secondary) were in regular classes, thus indicating that mainstreaming is considered appropriate for many disadvantaged students.

Enrollee/Characteristics

Approximately 46 percent of the enrollment in high school projects was minority; characteristics information by race and ethnic background was not available for 51 percent of the post-secondary enrollment. Of the known post-secondary-level enrollment, 22 percent were minority and 27 percent white.

Women comprised a slightly higher percentage of the total high school enrollment than men; the opposite was true at the post-secondary level. However, characteristics by sex were unavailable for 34 percent of the post-secondary enrollment. Most of the high school students were between sixteen and seventeen years of age, and in the tenth and eleventh grades; but, here again, the unknowns were 62 percent (age) and 36 percent (grade). Age and grade information were unavailable for 63 percent and 36 percent respectively of the post-secondary enrollment.

Type of Education

Of the 62 high school projects, 29 (or 47 percent) had work education components. These projects accounted for 49 percent of the total enrollment

in the 62 projects. Only two of the 22 post-secondary level projects, accounting for 4 percent of the enrollment, had work education components. However, because of the small size of the post-secondary level subsample, these figures are not significant.

Project Administration

Allocation of Resources

Findings regarding the allocation of resources for 64 of the 84 sample projects supported the community-level findings. At the high school level, 82 percent of the 1974-75 expenditures were for direct services to students; the corresponding figure at the post-secondary level was 74 percent. Federal funds constituted 72 percent of all high school expenditures and 56 percent of all post-secondary-level expenditures.

Administrative Techniques

The fact that half of the project directors interviewed did not believe that the students enrolled in Part B set-aside and Section 102(b) programs for the disadvantaged were disadvantaged raised serious questions about the administration of the entire program. With respect to the administration of projects at the school level, there was a lack of criteria for identifying disadvantaged students, and a corresponding lack of adequate assessment procedures for determining the conditions which cause school failure. These two factors may account for the anomaly described above. If there is no definition of "disadvantaged," no criteria through which disadvantaged individuals can be identified, and no assessment procedures through which it can be determined whether students meet established criteria, the term "disadvantaged" becomes meaningless. Part of the problem may be due to a reluctance on the part of counselors and other school personnel to "label" students, but regardless of the cause, unless a target population is in some

way identified, the program itself becomes meaningless -- a program without objectives.

The Instructional Program

Program Types and Occupational Offerings

The findings regarding types of programs in which disadvantaged students were enrolled are as follows:

(1) Students in the sample projects were enrolled in more nonskills training than skills training programs. Nearly half of the secondary enrollment (47 percent) were in world-of-work projects; 47 percent of the post-secondary-level students were enrolled in remedial programs. It should be pointed out that students enrolled in remedial projects may also be enrolled in skills training courses not funded out of Part B set-aside or Section 102(b) funds. In such cases, disadvantaged funds were being used to support students enrolled in regular programs.

(2) Almost half of the high school students were enrolled in work experience programs, indicating that it was not difficult to place disadvantaged students in work situations. However, the vast majority of students enrolled in work experience projects (86 percent) were not receiving skills training in school, bringing into question the quality of work experience projects funded for the disadvantaged (see "work education").

(3) At both the secondary and post-secondary levels, the majority of students enrolled in skill training programs was not receiving instruction in specific occupational areas.

Occupational offerings. As was discovered at the community level, training for the disadvantaged seems to be concentrated in one occupational

area: business and office occupations. More than half of the high school enrollment (55 percent) and virtually all the post-secondary enrollment (95 percent) were in this area. Because of the small size of the post-secondary sample, these figures were not significant, but data regarding the high school projects lead to the overall conclusion that the range of occupational areas for disadvantaged students is extremely narrow.

Curriculum and Teaching Methods

The curriculum in use and the teaching methods employed were for the most part traditional. The one ingredient that seemed to be added was individual attention. The instructors developed their own curriculums, using material developed by states, universities, local education agencies, and other sources. Individualized instruction, based primarily on the development of program modules and the use of workbooks, was common; and excellent use was frequently made of audiovisual equipment in remedial programs. There were a few unique programs which featured the use of hands-on training, but the majority of high school students was enrolled in world-of-work programs; and most post-secondary level students were enrolled in remedial programs. Thus the development of curriculums was primarily in those two areas.

Facilities and Equipment

More than half of the project directors (57 percent) rated the equipment "excellent"; 29 percent said that it was "adequate"; and 11 percent rated it "inadequate." It should be emphasized, however, that world-of-work instructors, whose equipment needs were minimal, were included among those who rated equipment. Most of the adequate and inadequate ratings came from the project directors of skills training programs. The most frequently mentioned need (by those who rated equipment as less than excellent) was material for individualized instruction. Other reasons for less than excellent

ratings were: equipment out of date, equipment in poor repair, lack of visual aids, lack of tools, and materials too sophisticated for disadvantaged students.

Work Education

Although nearly half of the high school students enrolled in the sample projects were in work experience programs; the quality of the programs appeared to be questionable. For example:

(1) Agreements between schools and employers generally were not written, or signed, by the two parties. "Training plans" were virtually nonexistent.

(2) Almost 70 percent of the students interviewed rated their classwork as "somewhat" (41 percent) or "not at all" (27 percent) related to their on-the-job training.

(3) Students were receiving an average wage rate of $2.36 an hour; in comparison, the wage rate for women was $2.20 an hour.

(4) According to the 442 work experience students interviewed, the tasks they were performing on-the-job were in low-skill, low-pay, and high-turnover occupations. For example, 78 percent of the tasks listed in the food services category were waitress, food handlers, busboys, and dishwashers; 44 percent of the tasks listed under car maintenance were service station attendant, wash cars, and park cars; 67 percent of the jobs listed under office work were general office work, filing, running errands, and so forth; 80 percent of the jobs listed under child and hospital care were to take care of patients (give baths, and so on), and child care (baby sitting); and one-third of the jobs listed under construction were general construction work (laboring), load trucks, and run errands.

hospital care were to take care of patients (give baths, and so on), and child care (baby sitting); and one-third of the jobs listed under construction were general construction work (laboring), load trucks, and run errands.

(5) Sex stereotyping: Besides being paid 26 cents an hour less than men, eight out of ten of the women enrolled in work experience programs were assigned to jobs in the following categories: food service, child and hospital care, and cashier. No women were employed in car maintenance and repair; and of the 136 jobs listed under the construction category, only 25 were listed by women -- sixteen of which were light maintenance work and five "run errands."

There can be no doubt that work experience programs were being funded for the disadvantaged, but there was some question as to their quality. Most of the students were being placed in low-skill, low-paying jobs, which they could probably apply for and obtain without first receiving vocational training and which provided little bona fide on-the-job training. The serious question that arises is: are Part B set-aside and Section 102(b) funds being used to create a new lower track for disadvantaged students, just the opposite of what the act intended?

Project Outcomes

Whatever the deficiencies of program administration, there can be no doubt that the available outcomes data indicated that the Part B set-aside and Section 102(b) program for the disadvantaged was operating on a successful basis. For example:

(1) Program costs at $395 per enrollee (federal costs) and $401 per enrollee (combined federal, state, and local) were low.

(2) The average completion rate (83 percent) was high.

(3) Student ratings of the programs were overwhelmingly favorable.

(4) Employer ratings of the programs and their student employees were also overwhelmingly favorable.

These data would be a good deal more significant, however, if it could be ascertained that the intended target population was well defined, let alone well served, and that the programs were designed to overcome conditions -- determined by means of individual assessment -- that cause school failure. With regard to the employer interviews, if it was true that the schools -- through work education programs -- were acting as referral agencies for employers in the secondary labor market (employers of low-wage, low-skill workers in high-turnover jobs), employer enthusiasm for the program would be expected.

RECOMMENDATIONS

Summary and Conclusions

The conclusions of the study can be best summarized by commenting on six congressional assumptions upon which the disadvantaged provisions of the 1968 amendments were based. The assumptions will be stated first, and the comments will follow.

(1) Need for disadvantaged Part B set-aside: Prior to 1968, many disadvantaged students either were not enrolled in vocational education programs or, if they were enrolled, were not being provided with the kinds of services they needed to succeed.
Comments: While vocational educators did not disagree with the above assumption, they contended that vocational education has always been considered a referral grounds for academic rejects,

and that prior to 1968, the program was underfunded, underequipped, and received little consideration from policy makers at any level. They also resented the implied criticism that vocational education is "enlist" and, that when the disadvantaged became a national priority, the major burden for solving the educational problems of the disadvantaged was delegated to vocational education. This factor, more than any other, may account for the less than enthusiastic administration of the program.

(2) Meaning of "disadvantaged": There is a common understanding of the characteristics of disadvantaged students (for identification purposes), or a common understanding of the meaning of disadvantaged. Comments: The term "disadvantaged" was interpreted in its broadest sense and varied widely from state to state, community to community, and school to school. There was no common meaning of the term and no common understanding of the characteristics of disadvantaged students. As a result, the Part B set-aside provision for the disadvantaged appeared to be a program in search of a target group.

(3) Assessment: Assessment techniques exist or can be developed whereby the conditions which result in school failure can be identified on an individual basis. Comments: Assessment techniques may exist or may have been developed, but, if so, they were not being used to identify disadvantaged students, or to discover individual conditions which cause school failure. The informal assessment process was directed toward justifying the disadvantaged status of students enrolled in Part B set-aside and Section 102(b) programs, rather than toward the identification of conditions which result in school failure.

(4) Education treatments: Educational treatments exist or can be developed which can be applied to students suffering from conditions which cause school failure. Comments: Without individualized assessments of students screened into the program, it was not surprising that "educational treatments," if they can be called that, were so broad that they were virtually unidentifiable. The one individual treatment that prevailed was "individual attention."

(5) Planning: A body of data exists or can be developed which facilitates state and local planning for the disadvantaged, the establishment of priorities, and the allocation of funds to local education jurisdictions on a rational basis.
Comments: Without clear definitions of the term "disadvantaged," and the application of individual assessment techniques, planning -- except in a general sense -- was all but impossible. Planning was generally done on an ad hoc basis; that is, the money was there to be spent, and projects had to be designed to justify the expenditures.

(6) Programming: There is a common understanding of the kinds of programs that should be funded for the disadvantaged (e.g., solely skills training, or a variety of services, including remedial education, counseling, prevocational training, world-of-work instruction, work education, and so forth).
Comments: The types of occupational training programs in which disadvantaged students were being enrolled were few in number and of questionable value. Half of all high school students were enrolled in world-of-work or low-quality work experience

programs; few were enrolled in skills training programs -- innovative or non-innovative. At the post-secondary level, most students were enrolled in remedial education programs; presumably, they were also enrolled in skills training programs not supported by Part B set-aside or Section 102(b) funds.

Recommendations

The 1976 amendments to the Vocational Education Act of 1963 not only continue the disadvantaged set-asides, but under Part B of the act, increase the percentage of the funds set aside for the disadvantaged from 15 to 20 percent. The new act, however, requires that the 20 percent set-aside be used to finance 50 percent of the costs of providing vocational training and services to the disadvantaged; in other words, states and local communities must now not only match total Part B grants, but also the portion of those grants which are used to fund programs for the disadvantaged. Finally, the 1976 amendments require that the states perform more comprehensive monitoring and evaluation of vocational education programs. With these factors in mind, we believe that consideration must be given to the following recommendations.

1. Definition of disadvantaged. The target group for the Part B set-aside and Section 102(b) program must be defined more precisely. It is possible that the term "disadvantaged" should be discontinued, since it has negative connotations to vocational educators, and its meaning is unclear. Whether or not the term is discontinued, program priority must be given to socioeconomically deprived groups or target areas whose members or residents are most likely to be in need of the special programs or services made possible by the 1968 act.

2. Student assessment. At the same time, the identification of students from these target areas or groups, on an individual basis, must not only be continued but strengthened. The intent of the act regarding "individual identification" must be made clear to state and local administrators, and guidelines for the performance of individual assessments must be made more explicit.

3. Organization. Each state must have at least one person whose sole responsibility is to plan and carry out programming for the disadvantaged. Where two or more persons have these state responsibilities, one should be assigned as coordinator.

4. Planning. The person with responsibilities for planning programs for the disadvantaged must be given adequate support to set up these state-wide programs. To accomplish this, the "problem officer" must work with people who represent special education, migrant workers, the American Indian, compensatory education, adult basic education, and dropout prevention divisions (or programs), and research and statistics, and with community program officers in order to determine needs and establish priorities.

5. Funding. It should be required that projects be funded on the basis of written proposals. Clear and specific guidelines based on the federal guidelines, but adapted to state needs, must be provided to local educational jurisdictions. It is strongly suggested that allocation of funds be based on proposals which are within priorities established at the state level ("4" above).

6. Proposals. Proposals from schools or local education jurisdictions must be reviewed carefully to see that the guidelines have been followed, that every student involved can be identified, that there is a description of the special services required to help the student succeed, and that evaluation is built into the proposed programs.

7. Evaluation. An on-site evaluation of at least 33 percent of the programs funded in whole or in part with Part B set-aside or Section 102(b) funds for the disadvantaged must be made annually. Personnel from other state vocational education divisions should be involved as often as possible.

8. Review of proposals. The following should be involved in the review of proposals submitted by local educational jurisdictions or schools:

(a) State vocational education personnel from the occupational service areas.

(b) Persons involved in planning, education, and training of the target population under other programs, including special education, ESEA Title 1, bilingual, migrant, and CETA.

9. Establishment of priorities. To the greatest extent possible, all other parts of the Vocational Education Act amendments of 1968 should be tied together in the planning of a comprehensive program for the disadvantaged, and procedures should be developed to ensure that:

(a) The state plan is followed.

(b) Areas of economic depression, high youth unemployment and high school dropouts are given priority attention.

10. Pre- and in-service training. States must provide for in-service training of staff, either directly or by contract. Teacher training institutions must be involved in this effort. Curriculum changes in pre-service teacher education programs enabling potential vocational education staff to be better prepared for working with the disadvantaged should be instituted.

11. Advisory councils. State advisory council members representing the disadvantaged must be continuously consulted and advised by program officers in charge of programming for the disadvantaged through a formal mechanism.

12. Section 102(b) funds. It should be required that Section 102(b) funds be used only in areas where it is financially not feasible for local educational jurisdictions to match state funds, or for experimental and demonstration projects in correctional institutions, areas of economic depression, or areas of high youth unemployment and excessive school dropouts.

13. Programs. A review must be made of the types of programs funded for the disadvantaged to determine whether adequate skills training is available for disadvantaged students, and the appropriateness of world-of-work and remedial education programs funded for the disadvantaged.

14. Work education. States must develop policies and standards with regard to work experience programs for the disadvantaged. Great care should be taken to make certain that disadvantaged students are not being referred into the secondary labor market (low-pay, low-skill, high-turnover jobs), and that the training they receive on the job is legitimate vocational training. Administrators at all levels must be aware of the danger of creating inferior (or lower track) programs for the disadvantaged students.

15. Coordination with other agencies. Administrators at the community level should be required to coordinate their programs for the disadvantaged with other agencies (school and nonschool) which provide services to the target population. States should require that proposals from local education jurisdictions indicate efforts that have been made in this direction.

16. Management information system. It should be required that local educational jurisdiction proposals contain specific measurable objectives, as well as an adequate description of the evaluation processes to be used, and management information systems at both the local and state levels should be installed -- based on these objectives and evaluation processes.

APPENDIX A

THE SAMPLING PLAN

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APPENDIX A

THE SAMPLING PLAN

The overall purpose of the study was to assess federally financed vocational education projects for the disadvantaged in relationship to policy and administration at the community and state levels. The term "community" was defined as the local education jurisdiction in which a Part B or Section 102(b) project was located. Thus the major focus of the sampling design was to select a sample of vocational education projects for the disadvantaged which were financed either partially or wholly with Part B set-aside and/or Section 102(b) funds ("Project Sample"). Once the project was identified, the communities and states in which they were located would also be identified. However, because information regarding individual Part B set-aside and Section 102(b) projects did not exist at the federal level, the search for projects had to take place at the state level, where project records were kept. Thus before a sample of projects could be selected, a sample of states first had to be drawn, and information regarding projects existing in each state had to be obtained, by means of visits to the sample states and recorded Project Identification Forms.

Limitations

There were certain limitations built into the study which had to be taken into account in designing a sampling plan. They were: (1) limitations in resources available to perform the study, and (2) limitations in the data available at the federal level which could be used as a measure of size of disadvantaged programs (e.g., enrollment in federally financed vocational education programs for the disadvantaged or federal expenditures for such programs).

Limitations in Resources

The study called for on-site assessments of ninety federally financed vocational education projects for the disadvantaged. The figure "90" was chosen because it called for the maximum expenditures available for on-site research and was sufficient to capture the influence of all pertinent variables between projects and communities.[1] Thus to the extent that the number of projects to be visited was set, the sampling plan was purposive. However, within the ninety-project limitation, the design called for the selection of states, communities, and projects with probability proportionate to enrollment in federally financed vocational education programs for the disadvantaged throughout the nation.

In addition, the resources available to perform the study precluded the collection of information on projects in operation in all areas of the sample states. It was necessary, therefore, to select a sample of "localities" within the sample states (SMSAs, counties, and so forth) in which the search for projects would take place.

[1] In an additional effort to conserve resources, the sampling plan was restricted to the continental United States, thus eliminating the possibility of costly trips to Hawaii and Alaska where enrollments in vocational education programs are low.

Limitations in Data

An exhaustive search of all federal data sources was made to determine if disadvantaged enrollment or expenditures data were available for any political, geographic, or administrative unit smaller than "state" (e.g., SMSA non-SMSA county, LEA, and so on). The search revealed that no such data exist. The only federal data available which could be used as a measure of size of disadvantaged programs were:

(1) Enrollment of disadvantaged persons in vocational education programs for individual states

(2) Vocational education expenditures for disadvantaged persons (broken out by federal expenditures and an aggregate of state and local expenditures) for individual states

(3) Enrollment in all vocational education programs by county

Thus the first step in the sampling procedure was to draw a sample of states with probability proportionate to enrollment in federally financed programs for the disadvantaged throughout the 48 continental states. However, after such a sample was drawn, it would still be necessary to select localities within states in which the search for projects would take place. This would involve using enrollment in all vocational education programs by county -- the only measure of size available at the federal level -- as a means of estimating enrollment in vocational education programs for the disadvantaged by county. With this in mind, the researchers decided that the most direct way of obtaining a sample of states and localities within states would be to divide the continental states into SMSA and non-SMSA counties (or "localities") and, using a "best estimate" of enrollment in federally financed vocational education programs for the disadvantaged by county as a

measure of size, select samples of localities (SMSA and non-SMSA counties) and states in tandem.

Estimating Disadvantaged Enrollment by County

Two sources of data were available for estimating disadvantaged enrollment by county: (1) State disadvantaged enrollment and expenditures data, and (2) enrollment in all vocational education programs by county.

Adjusting state enrollment data. State enrollment data include both students enrolled in vocational education programs for the disadvantaged, financed by state and local funds, and those financed by federal funds. Since the study was concerned primarily with how federal funds were being used, a method had to be devised to adjust total enrollment in disadvantaged programs by state, to take into account the percentage of federal funds used to finance such programs. If such an adjustment was not made, the chances are that states and localities within states where the majority of disadvantaged financing is state and local would be overrepresented. The adjustment was accomplished as follows:

(1) Each state's federal expenditures were identified.

(2) Each state's total disadvantaged enrollment was multiplied by the percent of federal funds expended for vocational education programs for the disadvantaged.

The resulting figures (Table A-1)[2] constituted the adjusted disadvantaged enrollment for each state. For example, if all disadvantaged expenditures in a state were federal, there would be no change in the total enrollment,

[2]All tables are printed at the end of this appendix.

whereas if only 50 percent of a state's disadvantaged expenditures were federal, the state's adjusted disadvantaged enrollment would be half its total, actual disadvantaged enrollment.

Consideration was given to using Part B set-aside and Section 102(b) expenditures as the direct measure of size, but the plan was abandoned because expenditures alone would not have taken into account variances in per pupil expenditures among the states. Using both disadvantaged enrollment and federal disadvantaged expenditures allowed for a more meaningful measure in defining the target group being studied.

Estimating disadvantaged enrollment by county. Since the only data available by county were enrollment in all vocational education programs, in order to estimate disadvantaged enrollment, it was necessary to assume that disadvantaged enrollment by county was proportionate to total enrollment by county. Although this may have lead to errors in some counties, it was generally a safe assumption. Most students enrolled in vocational education are nonfour-year college-bound students from lower socio-economic groups -- groups which include the largest numbers of disadvantaged individuals. The chances were, therefore, that in counties where vocational education enrollments were large, the populations of disadvantaged persons, as well as the number of disadvantaged students enrolled in vocational education programs, were larger than in counties where vocational education enrollments were low. For example, the number of disadvantaged students enrolled in New York City's vocational education program was apt to be larger than the number of disadvantaged persons enrolled in suburban Westchester County's program. If errors did occur, however, the sampling plan adopted contained a self-correcting mechanism.

With the use of the adjusted state disadvantaged enrollment figures (assuming that disadvantaged enrollment in vocational education was proportionate to total enrollment in vocational education), enrollments in counties were adjusted, using the relative ratio that exists county by county within states, to tie in with adjusted state disadvantaged enrollments.

The Sampling Plan

In order to identify a universe of projects from which a sample of ninety projects could be selected, it was first necessary to select samples of states and localities within states in which the search for projects at the state level would take place. Using the adjusted state enrollment and estimated county enrollment figures described above, we selected the states and localities within states. What remained to be accomplished was to identify all projects in operation for two years or more[3] in the sample localities and select the projects for locality. When the ninety projects had been selected, the communities in which they were located could be identified.

Selecting the sample states and localities. The step-by-step process in selecting the samples of states and localities within states is described below:

(1) Stratification

(a) In order to assure adequate geographic distribution, the 48 states were stratified by the nine census regions.

[3]The two years or more criterion is to make certain that only projects for which follow-up information (completions, dropouts, placements, and so forth) is available will be included in the Project Sample.

(b) SMSA and non-SMSA counties within states were stratified as follows:

1. SMSA areas (all counties included in SMSAs) were stratified by level of need from high to low, using the following data obtained from the census, as a measure of level need:

   a. Minority status.

   b. Dependency rates.

   c. Median household income.

2. Non-SMSA counties were treated as single population units if their populations were 50,000 or more. Counties with populations less than 50,000 were combined in groups and treated as single population units. Single counties or groups of counties were then stratified within states by level of need (as in "1" above) from high to low.

(2) Measure of size of disadvantaged enrollment

(a) State level: After adjusting state enrollment in vocational education programs for the disadvantaged by federal expenditures used to finance such programs, the total adjusted disadvantaged enrollment for all 48 states was 462,733 (see Table A-1).

(b) SMSA and non-SMSA counties: Within SMSA areas, the stratification criteria and enrollments in vocational education programs were gathered for individual counties and then combined to obtain totals for SMSAs and groups of counties. SMSAs and groups of non-SMSA counties were treated as

single population units. Enrollments for each unit were then adjusted to bring them in line with adjusted disadvantaged enrollments.

(3) Selection of states and localities: In order to remain within the resources available to perform the assessment, it was decided to select fifty SMSA and non-SMSA localities. The projects and communities would be selected from these localities.

(a) States and localities (SMSAs, single non-SMSA counties and groups of non-SMSA counties) were selected in tandem.

(b) The sample universe (462,733) was divided into fifty intervals (i.e., fifty primary sampling units defining states and localities). The interval size was 9,255. The intervals were cumulative:

1. 0,000
2. 9,255
3. 18,510

.

.

.

50. 453,495

(c) A random number between 0,000 and 9,255 was selected for each interval and added to the accumulated intervals resulting in fifty random intervals.

(d) The SMSAs, non-SMSA single counties, and groups of non-SMSA counties were put in the order described by the varying levels of stratification. A tape accumulating all estimated enrollment was made.

(e) Selections of states and localities were then made with probability proportionate to size of the estimated disadvantaged enrollment (i.e., states and localities with larger enrollments had a greater chance of being selected than smaller states and localities). For example:

1. South Carolina, with a disadvantaged enrollment of 5,246, falls into one interval (1/50).
2. Georgia, with a disadvantaged enrollment of 49,271, falls into five intervals or five localities.

Table A-2 shows the number of states and localities selected by region. The localities selected were situated in 23 of the 48 states. The adjusted disadvantaged enrollment in the fifty localities was 21 percent of the total adjusted disadvantaged enrollment in the 48 states.

Selecting the project and community sample. To select the project and community samples, the following steps were taken:

(1) At the state level, all Part B set-aside and Section 102(b) projects in operation for two years or more in the sample localities were identified and recorded on Project Identification Forms.

(2) Within each of the localities, the projects were stratified as follows:

(a) Level of education (secondary and post-secondary)

(b) Type of education (work experience and nonwork experience)

(3) Since 90 percent of the projects were located in SMSA localities, it was decided to select two projects from each SMSA locality and one project from each non-SMSA locality.

(4) Because enrollment information was not available for projects in sixteen states, it was not possible to select projects proportionate to total enrollment in each locality. For the sake of consistency, therefore, the only recourse was to select projects with equal probability in all localities.

(5) Two projects were then selected randomly for each of the forty SMSA localities; one project was selected randomly for each of the ten non-SMSA localities.

(6) Post-stratification: After the sample has been selected, the projects were post-stratified into six cells: secondary skills training (nonwork experience); secondary skills training (work experience); secondary other; post-secondary skills training (nonwork experience); post-secondary skills training (work experience); and post-secondary other. The calls were then checked against the actual distribution in the universe of 1,046 projects (see Table A-3).

(7) Oversampling Post-secondary projects: Figure A-1 shows the number of projects that would be selected in each cell if exact ratios were maintained. Only eleven of the ninety projects would be post-secondary, an inadequate number for assessment of the programs to be selected, therefore, was increased as follows:

(a) Skills training nonwork experience: From three to twelve.

(b) Skills training work experience: From five to ten.

Secondary programs in these two cells were decreased by nine and five respectively. Thus the overall ratios of work experience and nonwork experience projects to the total universe would remain the same, but post-secondary programs within these

two cells would be oversampled and secondary programs would be undersampled. Figure A.2 shows the actual number of projects to be selected within each cell.

(8) Once the final sample of projects had been selected, the local education jurisdictions within which they were located were identified. These constituted the "community sample."

The final samples of states, communities, and projects selected are shown in Appendix B.

TABLE A-1

Enrollments by Census Region and State, in Vocational Education Regions for the Disadvantaged, Adjusted by Federal Expenditures for Such Programs

State and Region	Secondary and Post-Secondary Disadvantaged Enrollment	Percent of Federal Expenditures	Adjusted Disadvantaged Enrollment
New England			
Connecticut	74,625	15	11,194
Massachusetts	7,399	67	4,957
Rhode Island	3,733	70	2,613
Vermont	700	20	140
New Hampshire	2,031	32	650
Maine	2,137	90	1,923
Middle Atlantic			
New York	184,135	13	23,938
Pennsylvania	35,691	30	10,707
New Jersey	17,899	40	7,160
East North Central			
Illinois	120,822	9	10,874
Michigan	7,953	100	7,953
Ohio	63,313	28	11,396
Indiana	4,293	60	2,576
Wisconsin	13,880	57	7,079
West North Central			
Missouri	11,838	94	11,128
Kansas	8,231	88	7,243
Nebraska	8,380	61	5,112
Iowa	40,041	49	19,620
Minnesota	6,563	60	3,938
North Dakota	8,055	88	7,088
South Dakota	1,725	60	1,035

TABLE A-1 (continued)

State and Region	Secondary and Post-Secondary Disadvantaged Enrollment	Percent of Federal Expenditures	Adjusted Disadvantaged Enrollment
South Atlantic			
South Carolina	5,765	91	5,246
Georgia	50,795	97	49,271
North Carolina	24,457	76	18,587
Florida	58,951	26	15,327
Maryland	11,585	29	3,360
Virginia	27,753	45	12,489
Delaware	11,084	53	5,875
West Virginia	2,050	94	1,927
East South Central			
Mississippi	6,381	47	2,999
Alabama	19,409	65	12,616
Tennessee	25,482	51	12,996
Kentucky	25,359	79	20,034
West South Central			
Louisiana	70,447	51	35,928
Arkansas	20,394	45	9,177
Texas	58,283	39	22,730
Oklahoma	10,651	19	2,024
Mountain			
New Mexico	24,096	25	6,024
Arizona	11,285	87	9,818
Colorado	1,890	87	1,644
Nevada	2,805	27	757
Wyoming	2,353	54	1,271
Utah	10,557	45	4,751
Idaho	1,320	100	1,320
Montana	1,639	84	1,377

TABLE A-1 (continued)

State and Region	Secondary and Post-Secondary Disadvantaged Enrollment	Percent of Federal Expenditures	Adjusted Disadvantaged Enrollment
Pacific			
California	101,710	37	37,633
Washington	14,992	32	4,797
Oregon	12,308	36	4,431
Total U.S. (continental 48 states)	1,237,245	31	462,733

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TABLE A-2

Number of States and Localities Selected by Census Region

Census Geographic Regions	Adjusted Disadvantaged Enrollment		Number of Sample States and Localities		Adjusted Disadvantaged Enrollment in Sample Localities		Percent of Coverage of Sample Universe
	Number	Percent	States	Localities	Number	Percent	
New England	21,477	5	2	2	6,306	6	29
Middle Atlantic	41,805	9	2	4	11,975	12	29
East North Central	39,878	9	3	6	7,648	8	19
West North Central	55,164	12	2	5	5,669	6	10
South Atlantic	112,082	24	5	11	26,336	27	23
East South Central	48,645	10	3	6	6,784	7	14
West South Central	69,859	15	2	7	11,857	12	17
Mountain	26,962	6	2	3	10,957	11	41
Pacific	46,861	10	2	5	10,431	11	22
TOTAL	462,733	100	23	50	97,363	100	21

TABLE A-3

Distribution of Projects by Selected Strata

Strata	Number of Projects		Percent of Total	
	Total	Individual	Total	Individual
All Projects	1,046		100	
Secondary,	921		88	
Post-Secondary	125		12	
Skills training	939		90	
Work experience		318		30.00
Secondary		284		27.00
Post-secondary		34		0.03
Nonwork experience		621		60.00
Secondary		557		53.00
Post-secondary		64		0.07
Other	107		10	
Secondary		75		0.07
Post-secondary		32		0.03

Education Level	Skills Training		Other	Totals
	Nonwork Experience	Work Experience		
Secondary	48 projects, or 53 percent of the sample	25 projects, or 24% of the sample	6 projects, or 7% of the sample	79 (87%)
Post-secondary	3 projects, or 3 percent of the sample	5 projects, or 9% of the sample	3 projects, or 3% of the sample	11 (13%)
Totals	51 (56%)	30 (33%)	9 (10%)	90 (100%)

FIGURE A.1. Distribution of Strata of the Project Sample if Ratios are Maintained

Education Level	Skills Training		Other	Totals
	Nonwork Experience	Work Experience		
Secondary	39 projects	20 projects	6 projects	65
Post-secondary	12 projects	10 projects	3 projects	25
Totals	51	30	9	90

FIGURE A.2. Exact Number of Projects to Be Selected, by Cell

APPENDIX B

SAMPLE OF PROJECTS

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TABLE B-1

Sample of Projects

	Project	State	Local Education Agency (LEA)	Community College District
1.	Nurse's assistant*	Connecticut	Bristol Board of Education	
2.	Food management*	"	Enfield School District	
3.	Kodachrome*	Rhode Island	S. Kingstown School District	
4.	WIN*	"	Naragansett School District	
5.	Student development	Ohio	Cayahoga Valley Joint Vocational School	
6.	Adult skills upgrading	"	East Cleveland City Schools	
7.	Language training	"	Penta Joint Vocational School District	
8.	Adult skills training	"	Toledo School District	
9.	Welding*	Iowa		Iowa Western Community College District
10.	Work experience program*	"	Hamburg Community School District	
11.	Opportunities unlimited *	"	Des Moines Independent School District	

*Indicates programs where students were personally interviewed.

TABLE B-1 (continued)

	Project	State	Local Education Agency (LEA)	Community College District
12.	Pre-career*	Iowa	Newton Community School District	
13.	Special assistance*	"		Hawkeye Institute
14.	Upholstery	Tennessee	Knoxville City School District	
15.	Masonry	"	Knoxville City School District	
16.	Automotive	"	Johnson City Vocational-Technical School	
17.	Clerical*	Utah		Utah Technical College, Skill Center, South
18.	Meatcutting*	"		Weber State College
19.	Tutorial*	Oregon		Clackamus Community College District
20.	Tutorial*	"		Mt. Hood Community College District
21.	Developmental typing II	California	Morgan Hill School District	
22.	Cooperative rural occupation	"		Gavilan Joint Community College
23.	Self-paced instruction	"		Compton Community College

TABLE B-1 (continued)

Project	State	Local Education Agency (LEA)	Community College District
24. Programs for Handicapped and Disadvantaged Persons	California		San Diego Community College
25. Remedial	"	Grossmont School District	
26. Remedial	"		Redwoods Community College
27. Recruitment and retention	"		El Camino Community College
28. Business division -- open lab*	Wisconsin		Milwaukee Area Technical College
29. Multivocational career*	"		Moraine Vocational Technical School
30. Project jobs	Michigan	Saginaw School District	
31. Project for disadvantaged and handicapped	"	Carrolton School District	
32. Tactics	"	Mt. Clemens School District	
33. New Horizons	"		Wayne County Community College District
34. Co-op*	North Carolina	Greensboro City Schools	
35. Agriculture project*	"	Pender County Schools	
36. Agriculture and distributive education*	"	Wilkes County School	

TABLE B-1 (continued)

	Project	State	Local Education Agency (LEA)	Community College District
37.	Trade and industry	Alabama	Mobile County School District	
38.	Business and office	"	Mobile County School District	
39.	Auto mechanics	"	Dallas County Area Vocational District	
40.	Co-op*	Texas	Houston Independent School District	
41.	General mechanics*	"	Wichitafalls Area Vocational School District	
42.	General metals*	"	Iowa Park School District	
43.	General construction*	"	El Paso County School District	
44.	Co-op*	"	Houston Independent School District	
45.	Co-op*	"	El Paso County School District	
46.	Career development	Delaware	Wilmington Public Schools	
47.	Project 70,001	"	Wilmington Public Schools	
48.	Diversified*	Illinois	E. Peoria School District	
49.	Cooperative work training*	"	Chicago School Districts	
50.	Special education work*	"	W. Aurora School District	

TABLE B-1 (continued)

	Project	State	Local Education Agency (LEA)	Community College District
51.	CVEA*	Georgia	Atlanta City School District	
52.	CVEA*	"	Decateur County School District	
53.	CVEA*	"	Burke County School District	
54.	CVEA*	"	Walton County School District	
55.	CVEA*	"	Walker County School District	
56.	Work sample evaluation*	"	Walker County School District	
57.	Business and office	Louisiana	Orleans Parish Schools	
58.	Child care	"	Orleans Parish Schools	
59.	Clerical and office	"	Caddo Parish Schools	
60.	New Iberia Campus Project	"	Iberia Parish Schools	
61.	Nurse's aide	"	Caddo Parish Schools	
62.	Automated office*	New York	City of Yonkers	
63.	Sewing*	"	City of Yonkers	
64.	Sports and recreation vehicles*	"	City of Rochester	
65.	Customer travel*	"	City of Rochester	
66.	Health service*	"	City of Buffalo	

TABLE B-1 (continued)

	Project	State	Local Education Agency (LEA)	Community College District
67.	Adult occupational education*	New York	City of Buffalo	
68.	Special vocation	Kansas	Harmon Unified School District	
69.	Career opportunity	"	Turner Unified School District	
70.	WECEP	"	Wichita Area Vocational Technical School	
71.	Project SUCCESS	"		El Dorado Community College District
72.	Agriculture*	Virginia	Hanover County School District	
73.	Henrico trade center*	"	Henrico Trade Training Center	
74.	Office service*	"	Hampton City Schools	
75.	Office service*	"	Norfolk City Schools	
76.	Mechanical drafting	Kentucky	Jefferson County School District	
77.	Business and office	"	Jefferson County School District	
78.	Interlocking cooperative vocational education	"	Richmond Independent School	
79.	Automotive	Arizona	Dysart School District	

TABLE B-1 (continued)

Project	State	Local Education Agency (LEA)	Community College District
80. Business and office	Arizona	Tucson District "1"	
81. In-Mate Program	"		Maricopa Skills Center
82. Remedial	"	Amphitheater School District	
83. Distributive education	Pennsylvania	Philadelphia City Schools	
84. Business education	"	Penn-Delco School District	

APPENDIX B

SAMPLE OF PROJECTS

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TABLE C-1

Education Level, by Sex and Age of Students Interviewed

Variable	Total		Secondary		Post-secondary	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100	784	76.6	240	23.4
Sex:						
Male	572	100	453	79.2	119	20.8
Female	452	100	331	73.2	121	26.8
Age:						
Under 16	149	100	149	100.0	-	-
16-17	465	100	463	99.6	2	0.4
18-19	173	100	156	90.2	17	9.8
20-24	71	100	8	11.3	63	88.7
Over 24	166	100	8	4.8	158	95.2

TABLE C-2

Educational Level, by Ethnic/Race of Students Interviewed

Racial and Ethnic Background	Total		Secondary		Post-secondary	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100	784	76.6	240	23.4
White	629	100	442	70.3	187	29.7
Black	300	100	275	91.7	25	8.3
Hispanic	74	100	62	83.8	12	16.2
All minorities	395	100	342	86.6	53	13.4

TABLE C-3

Educational Level, by Type of Training of Students Interviewed

Variable	Total		Secondary		Post-secondary	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100	784	76.6	240	23.4
Specific skills training	526	100	400	76.0	126	24.0
General orientation	401	100	349	87.0	52	13.0
Other	97	100	35	36.1	62	63.9

TABLE C-4

Type of Program, by Race (Ethnic Background) of Students Interviewed

Variable	Total		Work Experience		Nonwork Experience		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100	479	48.5	400	39.1	127	12.4
White	629	100	251	39.9	268	42.6	110	17.5
Black	300	100	191	63.7	105	35.0	4	1.3
Hispanic	74	100	48	64.9	22	29.7	4	5.4
All minorities	395	100	246	62.3	132	33.4	17	4.3

TABLE C-5

Type of Training, by Characteristics of Students Interviewed

Characteristics	Total		Specific Skills Training		General Orientation		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	526	100.0	401	100.0	97	100.0
Male	572	55.9	278	52.9	231	57.6	63	64.9
Female	452	44.1	248	47.1	170	42.4	34	35.1
White, not Hispanic origin	629	61.4	354	67.3	192	47.9	83	85.6
Black, not Hispanic origin	300	29.3	133	25.3	163	40.6	4	4.1
Hispanic	74	7.2	28	5.3	44	11.0	2	2.1
Other	21	2.1	11	2.1	2	0.5	8	8.2

TABLE C-6

Type of Class, by Race (Ethnic Background) of Students Interviewed

Variable	Total		Regular		Special	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100	490	47.9	534	52.1
White	629	100	333	52.9	296	47.1
Black	300	100	130	43.3	170	56.7
Hispanic	74	100	12	16.2	62	83.8
All minorities	395	100	157	39.7	238	60.3

TABLE C-7

Type of Class, by Type of Programming of Students Interviewed

Variable	Total		Regular		Special	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100	490	47.9	534	52.1
Specific skill training	526	100	356	67.7	170	32.3
General orientation	401	100	52	13.0	349	87.0
Other	97	100	82	84.5	15	15.5

TABLE C-8

Rating of Program Aspects, by Type of Class of Students Interviewed

Program Aspects	Mean		
	Total	Regular	Special
Modern up-to-date equipment	7.89	8.07	7.72
Getting special help when needed	8.90	8.85	8.95
Counseling of the students	8.31	8.16	8.45
Attitudes of the teacher	8.81	8.86	8.77
Enough equipment to work with	7.76	7.82	7.70
Well-equipped classrooms; pleasant to work in	7.80	7.91	7.71
Being in a modern, well-maintained building	7.78	7.71	7.84
Quality of the instruction	8.72	8.82	8.62
Preparing you for a job, using your training	8.58	8.61	8.56
Average of nine factors	8.28	8.31	8.26

TABLE C-9

Rating of Program Aspects, by Type of Training of Students Interviewed

Program Aspects	Mean			
	Total	Skills Training	General	Other
Modern up-to-date equipment	7.89	7.96	7.64	8.51
Getting special help when needed	8.90	8.85	8.96	8.93
Counseling of the students	8.31	8.09	8.54	8.56
The attitudes of the teacher	8.81	8.86	8.73	8.91
Enough equipment to work with	7.76	7.67	7.72	8.42
Well-equipped classrooms; pleasant to work in	7.80	7.63	7.92	8.27
Being in a modern, well-maintained building	7.78	7.41	8.05	8.64
Quality of the instruction	8.72	8.69	8.74	8.79
Preparing you for a job, using your training	8.58	8.61	8.63	8.25
Average of nine factors	8.28	8.20	8.33	8.59

TABLE C-10

Rating of Program Aspects by Geographical Area of Students Interviewed

Program Aspects	Mean				
	Total	Northeast	Mid-West	South	West
Modern up-to-date equipment	7.89	7.38	7.67	8.01	8.65
Getting special help when needed	8.90	9.02	8.78	8.83	9.20
Counseling of the students	8.31	8.18	8.27	8.36	8.40
The attitudes of the teacher	8.81	9.18	8.56	8.65	9.25
Enough equipment to work with	7.76	7.15	7.36	7.99	8.56
Well equipped classrooms; pleasant to work in	7.80	7.58	7.40	7.90	8.49
Being in a modern, well-maintained building	7.78	6.69	8.07	7.91	8.70
Quality of the instruction	8.72	9.02	8.60	8.57	8.99
Preparing you for a job, using your training	8.58	8.96	7.96	8.67	8.55
Average of nine factors	8.28	8.13	8.07	8.32	8.75

TABLE C-11

Rating of Program Aspects by Type of Area of Students Interviewed

Program Aspects	Mean			
	Total	Urban	Suburban	Non-urban
Modern up-to-date equipment	7.89	7.83	7.99	7.69
Getting special help when needed	8.90	9.00	8.95	8.34
Counseling of the students	8.31	8.25	8.52	7.70
The attitudes of the teacher	8.81	9.01	8.79	8.21
Enough equipment to work with	7.76	7.69	7.87	7.57
Well equipped class-rooms; pleasant to work in	7.80	8.01	7.76	7.26
Being in a modern, well-maintained building	7.78	7.64	7.71	8.50
Quality of the instruction	8.72	8.87	8.81	7.83
Preparing you for a job, using your training	8.58	8.65	8.74	7.74
Average of nine factors	8.28	8.33	8.35	7.87

TABLE C-12

Mean Rating of Program Aspects by Characteristics

Program Aspects	Total	Sex		Age					Educational Level		Race			
		Male	Female	Under 16	16-17	18-19	20-24	Over 24	Secondary	Post-secondary	White	Black	Hispanic	Minorities
Modern up-to-date equipment	7.89	7.75	8.06	8.11	7.64	7.60	8.76	8.30	7.83	8.51	7.71	8.24	8.03	8.17
Getting special help when needed	8.90	8.75	9.09	8.89	8.74	8.79	8.93	9.46	8.71	9.24	8.77	9.14	9.09	9.11
Counseling of the students	8.31	8.11	8.56	7.99	8.28	8.33	7.96	8.81	8.29	8.34	8.07	8.73	8.61	8.68
Attitudes of the teacher	8.81	8.76	8.88	8.70	8.65	8.65	8.99	9.47	8.63	9.24	8.71	8.94	9.12	8.98
Enough equipment to work with	7.76	7.71	7.82	7.99	7.57	7.46	8.17	8.22	7.78	8.13	7.53	8.29	7.62	8.12
Well-equipped classrooms; pleasant to work in	7.80	7.59	8.07	8.12	7.57	7.54	8.14	8.30	7.98	8.31	7.46	8.53	7.76	8.35
Being in a modern, well-maintained building	7.78	7.90	7.62	7.77	7.35	8.36	8.42	8.10	7.93	8.27	7.65	7.78	8.81	7.97
Quality of the instruction	8.72	8.58	8.90	8.68	8.56	8.54	8.54	9.45	8.71	9.02	8.60	8.96	8.72	8.91
Preparing you for a job, using your training	8.58	8.25	9.00	8.83	8.57	8.39	8.27	8.75	8.69	8.63	8.29	9.17	8.61	9.06
Average of nine factors	8.28	8.16	8.44	8.34	8.10	8.18	8.46	8.76	8.28	8.63	8.09	8.64	8.49	8.59

TABLE C-13

School Satisfaction Since Enrolling in Program, by Type of Area of Students Interviewed

Variable	Total		More		Less		Same	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100	646	63.1	35	3.4	343	33.5
Urban	424	100	269	63.5	15	3.5	140	33.0
Suburban	479	100	311	65.0	17	3.5	151	31.5
Non-urban	121	100	66	54.5	3	2.5	52	43.0

TABLE C-14

School Satisfaction Since Enrolling in Program, by Geographical Area of Students Interviewed

Variable	Total		More		Less		Same	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100	646	63.1	35	3.4	343	33.5
Northeast	213	100	155	72.8	6	2.8	52	24.4
Mid-West	195	100	115	59.0	11	5.6	69	35.4
South	501	100	293	58.5	14	2.8	194	38.7
West	115	100	83	72.2	4	3.5	28	24.3

TABLE C-15

School Satisfaction Since Enrolling in Program, by Type of Program of Students Interviewed

Variable	Total		More		Less		Same	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100	646	63.1	35	3.4	343	33.5
Skills training	526	100	321	61.0	13	2.5	192	36.5
World of work	401	100	263	65.6	17	4.2	121	30.2
Other	97	100	62	63.9	5	5.2	30	30.9

TABLE C-16

School Satisfaction Since Enrolling in Program, by Type of Class of Students Interviewed

Variable	Total		More		Less		Same	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100	646	63.1	35	3.4	343	33.5
Special	534	100	342	64.1	20	3.7	172	32.2
Regular	490	100	304	62.0	15	3.1	171	34.9

TABLE C-17

School Satisfaction Since Enrolling in Program,
by Characteristics of Students Interviewed

Variable	Total		More		Less		Same	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100	646	63.1	35	3.4	343	33.5
Sex:								
Male	572	100	358	62.6	18	3.1	196	34.3
Female	452	100	288	63.7	17	3.8	147	32.5
Age:								
Under 16	149	100	95	63.8	2	1.3	52	34.9
16-17	465	100	278	59.8	19	4.1	168	36.1
18-19	173	100	102	59.0	9	5.2	62	35.8
20-24	71	100	47	66.2	4	5.6	20	28.2
Over 24	166	100	124	74.7	1	.6	41	24.7
Educational level:								
Secondary	784	100	476	60.7	29	3.7	279	35.6
Post-secondary	240	100	170	70.8	6	2.5	64	26.7
Race:								
White	629	100	403	64.1	24	3.8	202	32.1
Black	300	100	181	60.3	8	2.7	111	37.0
Hispanic	74	100	48	64.8	3	4.1	23	31.1
Minorities	395	100	243	61.5	11	2.8	141	35.7

TABLE C-18

Relation of Classwork to Job Training, by Type of Training of Students Interviewed

Variable	Overall		Skills Training		World of Work		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	442	100.0	159	100.0	259	100.0	24	100.0
Very closely	138	31.2	61	38.3	63	24.3	14	58.4
Somewhat	181	41.0	54	34.0	122	47.1	5	20.8
Not at all	120	27.1	44	27.7	71	27.4	5	20.8
Don't know	3	0.7	-	-	3	1.7	-	-

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TABLE C-19

Relation of Classwork to Job Training, by Type of Class of Students Interviewed

Variable	Overall		Special		Regular	
	Number	Percent	Number	Percent	Number	Percent
Total	442	100.0	274	100.0	168	100.0
Very closely	138	31.2	67	24.5	71	42.2
Somewhat	181	41.0	130	47.4	51	30.4
Not at all	120	27.1	74	27.0	46	27.4
Don't know	3	0.7	3	1.1	-	-

TABLE C-20

Relation of Classwork to Job Training, by Type of Area of Students Interviewed

Variable	Overall		Urban		Suburban		Non-urban	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	492	100.0	228	100.0	170	100.0	44	100.0
Very closely	138	31.2	61	26.8	69	40.6	8	18.2
Somewhat	181	41.0	109	47.8	49	28.8	23	52.2
Not at all	120	27.1	57	25.0	51	30.0	12	27.3
Don't know	3	0.7	1	0.4	1	0.6	1	2.3

TABLE C-21

Relation of Classwork to Job Training, by Characteristics of Students Interviewed

Variable	Total		Very Closely		Somewhat		Not at all		Don't know	
	#	%	#	%	#	%	#	%	#	%
Overall	442	100.0	138	31.2	181	41.0	120	27.1	3	0.7
Sex:										
Male	254	100.0	77	30.3	95	37.4	82	32.3	-	-
Female	188	100.0	61	32.4	86	45.8	38	20.2	3	1.6
Age:										
Under 16	33	100.0	4	12.1	16	48.5	13	39.4	-	-
16-17	270	100.0	93	34.4	102	37.9	73	27.0	2	0.7
18-19	114	100.0	34	29.8	49	43.0	31	27.2	-	-
20-24	14	100.0	1	7.1	10	71.5	2	14.3	1	7.1
Over 24	11	100.0	6	54.5	4	36.4	1	9.1	-	-
Educational level:										
Secondary	418	100.0	130	31.1	170	40.7	116	27.8	2	0.5
Post-secondary	24	100.0	8	33.3	11	45.8	4	16.7	1	4.2
Race/Ethnic:										
White	257	100.0	80	31.1	92	35.8	83	32.3	2	0.8
Black	132	100.0	48	36.4	60	45.4	24	18.2	-	-
Hispanic	48	100.0	9	18.8	29	60.4	10	20.8	-	-
Minorities	185	100.0	58	31.4	89	48.1	37	20.0	1	0.5

TABLE C-22

Earnings of Students Paid for Work in Cooperative On-the-Job Training or in Work Study Job Training

Variable	Number Interviewed	Median Hourly Wage Rate	Average Hourly Wage Rate
Total	371	$2.31	$2.36
Sex:			
Male	228	2.34	2.46
Female	143	2.25	2.20
Race:			
White	197	2.33	2.41
Black	127	2.28	2.32
Hispanic	43	2.32	2.33
Age:			
17 years or less	247	2.29	2.28
18 years or more	124	2.36	2.52
Educational level:			
Secondary	350	2.20	2.30
Post-secondary	21	2.35	3.07
Type of class:			
Regular	110	2.31	2.45
Special	261	2.31	2.32
Type of area:			
Urban	214	2.34	2.43
Suburban	114	2.22	2.18
Non-urban	43	2.38	
Type of training:			
Specific skills training	100	2.28	2.42
General orientation	248	2.30	2.33
Other	23	2.30	2.32

TABLE C-23

Student Views on the Effect of their Training in Helping Them Find Jobs, by Type of Program

Variable	Overall		Skills Training		World of Work		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	526	100.0	401	100.0	97	100.0
Yes	963	94.0	488	92.8	384	95.8	91	93.8
No	56	5.5	36	6.8	16	4.0	4	4.1
Don't know	5	0.5	2	0.4	1	0.2	2	2.1

TABLE C-24

Student Views on the Effect of their Training in Helping Them Find Jobs, by Type of Class

Variable	Overall		Special		Regular	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	534	100.0	490	100.0
Yes	963	94.0	504	94.4	459	93.7
No	56	5.5	28	5.2	28	5.7
Don't know	5	0.5	2	0.4	3	0.6

TABLE C-25

Student Views on the Effect of Their Training in Helping Them Find Jobs, by Type of Area

Variable	Overall		Urban		Suburban		Non-urban	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	424	100.0	479	100.0	121	100.0
Yes	963	94.0	405	95.6	451	94.2	107	88.5
No	56	5.5	18	4.2	25	5.2	13	10.7
Don't know	5	0.5	1	0.2	3	0.6	1	0.8

TABLE C-26

Student Views on the Effect of Their Training in Helping Them Find Jobs, by Geographical Area

Variable	Overall		Northeast		Mid-West		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	213	100.0	195	100.0	501	100.0	115	100.0
Yes	963	94.0	199	93.4	179	91.8	477	95.2	108	93.9
No	56	5.5	13	6.1	14	7.2	23	4.6	6	5.2
Don't know	5	0.5	1	0.5	2	1.0	1	0.2	1	0.9

TABLE C-27

Student Views on the Effect of Their Training in Helping Them Find Jobs, by Characteristics

Variable	Total		Yes		No		Don't Know	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100.0	963	94.0	56	5.5	5	0.5
Sex:								
Male	572	100.0	524	91.6	43	7.5	5	0.9
Female	452	100.0	439	97.1	13	2.9	-	-
Age:								
Under 16	149	100.0	144	96.6	5	3.4	-	-
16-17	465	100.0	431	92.7	32	6.9	2	0.4
18-19	173	100.0	164	94.8	8	4.6	1	0.6
20-24	71	100.0	67	94.4	3	4.2	1	1.4
Over 24	166	100.0	157	94.6	8	4.8	1	0.6
Educational level:								
Secondary	784	100.0	735	93.8	46	5.9	3	0.4
Post-secondary	240	100.0	228	95.0	10	4.2	2	0.8
Race (ethnic background):								
White	629	100.0	582	92.5	45	7.2	2	0.3
Black	300	100.0	290	96.7	9	3.0	1	0.3
Hispanic	74	100.0	72	97.3	2	2.7	-	-
All minorities	395	100.0	381	96.4	11	2.8	3	0.8

TABLE C-28

Student Plans to Seek Job in Same Areas as Training,
by Type of Program

Variable	Overall		Skills Training		General Orientation		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	526	100.0	401	100.0	97	100.0
Yes	751	73.3	359	68.2	318	79.3	74	76.3
No	264	25.8	164	31.2	78	19.5	22	22.7
Not decided	9	0.9	3	0.6	5	1.2	1	1.0

TABLE C-29

Student Plans to Seek Job in Same Area as Training,
by Type of Class

Variable	Overall		Special		Regular	
	Number	Percent	Number	Percent	Number	Percent
Total	1,024	100.0	534	100.0	490	100.0
Yes	751	73.3	403	75.5	348	71.0
No	264	25.8	124	23.2	140	28.6
Not decided	9	0.9	7	1.3	2	0.4

TABLE C-30

Student Plans to Seek Job in Same Area as Training, by Type of Area

Variable	Total		Yes		No		Not Decided	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100.0	751	73.3	264	25.8	9	0.9
Urban	424	100.0	332	78.3	88	20.8	4	0.9
Suburban	479	100.0	331	69.1	146	30.5	2	0.4
Non-urban	121	100.0	88	72.7	30	24.8	3	2.5

TABLE C-31

Student Plans to Seek Job in Same Area as Training, by Geographic Area

Variable	Total		Yes		No		Not Decided	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100.0	751	73.3	264	25.8	9	0.9
Northeast	213	100.0	143	67.1	70	32.9	-	-
Mid-West	195	100.0	135	69.2	56	28.7	4	2.1
South	501	100.0	393	78.4	104	20.8	4	0.8
West	115	100.0	80	69.5	34	29.6	1	0.9

TABLE C-32

Student Attitudes Toward Training by Type of Training

Variable	Total		Skills Training		General Orientation		Other	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	4,096	100.0	2,104	100.0	1,604	100.0	388	100.0
Attitude:								
Positive	3,115	76.0	1,559	74.1	1,246	77.7	310	80.5
Negative	344	8.4	210	10.0	105	6.5	29	7.5
Indifferent	637	15.6	335	15.9	253	15.8	49	12.6

TABLE C-33

Student Attitudes Toward Training by Geographical Area

Variable	Total		Northeast		Mid-West		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	4,096	100.0	852	100.0	780	100.0	2,004	100.0	460	100.0
Attitude:										
Positive	3,115	76.0	657	77.1	550	70.5	1,549	77.3	359	78.0
Negative	344	8.4	87	13.3	80	10.3	134	6.7	43	2.1
Indifferent	637	15.6	108	12.7	150	19.2	321	16.0	58	12.6

TABLE C-34

Student Attitude toward Training, by Type of Class

Variable	Total		Special		Regular	
	Number	Percent	Number	Percent	Number	Percent
Total	4,096	100.0	1,960	100.0	2,136	100.0
Attitude:						
Positive	3,115	76.0	1,491	76.1	1,624	76.0
Negative	344	8.4	176	9.0	168	7.5
Indifferent	637	15.6	293	14.9	344	16.1

TABLE C-35

Student Attitude Toward Training, by Type of Area

Variable	Total		Urban		Suburban		Non-urban	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	4,096	100.0	1,696	100.0	1,916	100.0	484	100.0
Attitude:								
Positive	3,115	76.0	1,333	78.6	1,435	74.9	347	71.7
Negative	344	8.4	118	7.0	239	12.5	48	9.9
Indifferent	637	15.6	246	14.5	302	15.8	89	18.4

TABLE C-36

Student Plans to Seek Job in Same Area as School Training, by Characteristics

Variable	Total		Yes		No		Not Decided	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Overall	1,024	100.0	751	73.3	264	25.8	9	0.9
Sex:								
Male	572	100.0	402	70.3	162	28.3	8	1.4
Female	452	100.0	349	77.2	102	22.6	1	0.2
Age:								
Under 16	149	100.0	120	80.6	27	18.1	2	1.3
16-17	465	100.0	328	70.6	134	28.8	3	0.6
18-19	173	100.0	132	76.3	40	23.1	1	0.6
20-24	71	100.0	58	81.7	12	16.9	1	1.4
Over 24	166	100.0	113	68.1	51	30.7	2	1.2
Educational level:								
Secondary	784	100.0	576	73.5	203	25.9	5	0.6
Post-secondary	240	100.0	175	72.9	61	25.4	4	1.7
Race (ethnic background):								
White	629	100.0	437	69.5	183	29.1	9	1.4
Black	300	100.0	231	77.0	69	23.0	-	-
Hispanic	74	100.0	65	87.8	9	12.2	-	-
All minorities	395	100.0	314	79.5	81	20.5	-	-

TABLE C-37

Student Attitudes toward Training, by Characteristics

Variable	Total		Attitudes*					
			Positive		Negative		Indifferent	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	4,096	100.0	3,115	76.0	344	8.4	637	15.6
Sex:								
Male	2,288	100.0	1,698	74.2	222	9.7	368	16.1
Female	1,808	100.0	1,417	78.4	109	6.0	269	14.9
Age:								
Under 16	596	100.0	468	78.5	29	4.9	110	18.5
16-17	1,824	100.0	1,375	75.4	145	7.9	308	16.9
18-19	692	100.0	525	75.9	45	6.5	114	16.5
20-24	284	100.0	239	84.2	14	4.9	28	9.9
Over 24	664	100.0	424	63.9	55	8.3	77	11.6
Race (ethnic background):								
White	2,516	100.0	1,873	74.4	241	9.6	402	16.0
Black	1,200	100.0	921	76.8	85	7.1	194	16.2
Hispanic	296	100.0	249	84.1	13	4.4	34	11.5
All minorities	1,580	100.0	1,242	78.6	103	6.5	235	14.9
Educational level:								
Secondary	3,136	100.0	2,347	74.8	266	8.5	523	16.7
Post-secondary	960	100.0	768	80.0	78	8.1	114	11.9

*Combination of four questions